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This report should be treated as a draft although it is reasonably well advanced. The report requires some tying together as well as overall conclusions. Unfortunately, Mrs. Bryan was obliged to move to another post before she could put the finishing touches on this report but has agreed to do the additional work. I would also stress that certain lines of inquiry and certain types of data were not available to her as a result of decisions of the Government of Ontario. We had hoped to explore the current status of administration in some depth but this was not possible. Furthermore, the Government of Ontario found it inadvisable to raise questions regarding ethnicity.

VOLUME I

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Meyer Brownstone.

Emily Brown
January, 1967

ETHNIC PARTICIPATION AND LANGUAGE
USE IN THE PUBLIC SERVICE OF ONTARIO

Report Presented to the Royal
Commission on Bilingualism and Biculturalism

Nancy Bryan
January, 1967

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CHAPTER I

Introduction

This is a study of the Government of Ontario, intended to be comparable with studies made of the Governments of Quebec and New Brunswick, and with some of the studies of the federal public service. It is focussed on three features: the characteristics of public servants (chiefly in regard to linguistic ability and practice, and career development); the policy and practice of language use; and the 'style' of administration. The sources of information were also three: a self-administered questionnaire distributed to a selected sample of provincial employees; an interview with one (or more) representative of each government department; and an examination of available literature, including some statutes, on agencies of the Government of Ontario. It was initially proposed that intensive interviewing on the style of administration would be undertaken, but this proposal had to be abandoned and consequently the research into administrative style was not done.

The immediate problems, never resolved, were problems of definition. First, what agencies constitute the Government of Ontario? Secondly, with what portion of the Government does this study deal? Thirdly, how can the boundaries of the study be described meaningfully? An

addition to the intrinsic problems of definition was the problem that the three major sources of information - questionnaire, interview and literature - refer to different bases. The questionnaires were confined to civil servants - a specific group in the Ontario context - while the interviews did not represent all civil servants, and did represent some who are not civil servants. Printed literature giving information on agencies of the Ontario Government is very scanty and on some agencies there is no information at all.

The approach taken was to define as government agencies those whose heads are appointed by the Lieutenant-Governor or some member of the Executive Council, whose funds are derived in large part from the Government or from use of the Government's credit, and who appear to have some responsibility - in statute or in theory, if not in fact - to the Government. These criteria are loose and have been applied arbitrarily. The Niagara Parks Commission, for example, is financially independent of the Government, but is included as a public agency on other grounds. The St. Clair Parkway Commission is appointed only in part by the Lieutenant-Governor and is grouped with public agencies largely because it is required to make an annual report to a Minister of the Crown, but on the other hand there are three or four Ontario departments - incontestably parts

of the government - which make no annual report at all, either to the Lieutenant-Governor or to the Legislature. A list of the agencies which have been classed as governmental agencies appears as the Index on page 4-6. Undoubtedly some agencies which should be on the list are omitted, either because their status was unknown or because their existence was unknown.

There are over 100 agencies listed in the Index, ranging from departments of government to such autonomous enterprises as the Ontario Hydro-Electric Power Commission and the Ontario Research Foundation, and including both particular advisory bodies - e.g. the Committee on Indian Welfare Services - and decision-making bodies - e.g. the Child Welfare Review Board and the Jurisdictional Disputes Commission. The total number of people involved is not known but approximates 150,000.

<u>Agency</u>	<u>Type</u>
Advisory Committee on Confederation	Departmental
Agricultural Research Institute	Departmental
Air Pollution Advisory Committee	Departmental
Alcoholism and Drug Addiction Foundation	Non-departmental
Archeological and Historic Sites Board	Departmental
Athletics Commissioner	Departmental
Board of Parole	Departmental
Cemeteries Advisory Board	Departmental
Censorship Board	Departmental
Centennial Centre of Science and Technology	Departmental
Child Welfare Review Board	Departmental
Civil Service Commission	Departmental
Clarke Institute of Psychiatry	Non-departmental
Classification Rating Committee	Departmental
Commissioner of Agricultural Loans	Departmental
Committee on Indian Welfare Services	Departmental
Committee on University Affairs	Departmental
Co-operative Loans Board	Departmental
Crop Insurance Commission	Semi-departmental
Defence Training Board	Non-departmental
Department of Agriculture and Food	Departmental
Department of the Attorney-General	Departmental
Department of Civil Service	Departmental
Department of Economics and Development	Departmental
Department of Education	Departmental
Department of Energy and Resources Management	Departmental
Department of Health	Departmental
Department of Highways	Departmental
Department of Labour	Departmental
Department of Lands and Forests	Departmental
Department of Mines	Departmental

Department of Municipal Affairs	Departmental
Department of the Prime Minister	Departmental
Department of the Provincial Secretary and Minister of Citizenship	Departmental
Department of Public Welfare	Departmental
Department of Public Works	Departmental
Department of Reform Institutions	Departmental
Department of Tourism and Information	Departmental
Department of Transport	Departmental
Department of University Affairs	Departmental
Education Policy and Development Council	Departmental
Emergency Measures Organization	Departmental
Farm Products Marketing Board	Departmental
Industry and Labour Board	Departmental
International Transit Company	Non-departmental
Jurisdictional Disputes Commission	Departmental
Labour Relations Board	Departmental
Legal Aid Plan	Non-departmental
Liquor Control Board of Ontario	Semi-departmental
Liquor Licence Board	Semi-departmental
Milk Commission	Departmental
Minister's Advisory Council for the Treatment of the Offender	Departmental
Niagara Parks Commission	Semi-departmental
Nursing Homes Advisory Committee	Departmental
Office of the Fire Marshal	Departmental
Office of the Provincial Auditor	Departmental
Official Guardian	Departmental
Ontario Cancer Institute	Non-departmental
Ontario Cancer Treatment and Research Foundation	Non-departmental
Ontario Council for the Arts	Semi-departmental
Ontario Council of Regents for Colleges of Applied Arts and Technology	Non-departmental

Ontario Development Corporation	Semi-departmental
Ontario Economic Council	Departmental
Ontario Education Capital Aid Corporation	Departmental
Ontario Energy Board	Departmental
Ontario Food Council	Departmental
Ontario Food Terminal Board	Non-Departmental
Ontario Highway Transport Board	Departmental
Ontario Hospital Services Commission	Semi-departmental
Ontario Housing Corporation	Semi-departmental
Ontario Human Rights Commission	Departmental
Ontario Hydro-Electric Power Commission	Non-departmental
Ontario Institute for Studies in Education	Non-departmental
Ontario Joint Council	Departmental
Ontario Junior Farmer Establishment Loan Corporation	Departmental
Ontario Law Reform Commission	Departmental
Ontario Medical Services Insurance Council	Departmental
Ontario Mental Health Foundation	Non-departmental
Ontario Municipal Board	Departmental
Ontario Municipal Employee's Retirement Board	Non-departmental
Ontario Municipal Improvement Corporation	Departmental
Ontario Northland Transportation Commission	Non-departmental
Ontario Parks Integration Board	Departmental
Ontario Police Commission	Departmental
Ontario Provincial Police Force	Departmental
Ontario Racing Commission	Departmental
Ontario Research Foundation	Non-departmental
Ontario Securities Commission	Departmental
Ontario Stock Yard Board	Non-departmental
Ontario Telephone Development Corporation	Departmental
Ontario Universities Capital Aid Corporation	Departmental
Ontario Water Resources Commission	Semi-departmental
Pension Commission of Ontario	Departmental
Planning Committee on Regional Detention Centres	Departmental
Province of Ontario Savings Office	Departmental
Public Service Grievance Board	Departmental
Public Service Superannuation Board	Departmental
Public Trustee	Departmental
Sheridan Park Corporation	Non-departmental
Soldiers' Aid Commission	Departmental
Star Transfer Limited	Non-departmental
St. Clair Parkway Commission	Non-departmental
St. Lawrence Parks Commission	Departmental
Sulfur Fumes Arbitrator	Departmental
Teachers' Superannuation Commission	Departmental
Training Schools Advisory Board	Departmental
Treasury Department	Departmental
Workmen's Compensation Board	Non-departmental

This study deals with only a portion of the total, but if the total is difficult to define rigorously the portion is even more so. The intention was to study those persons and agencies engaged in the 'ordinary' or 'normal' activities of government, but function is no indicator of status or organization. As one example of this fact, the administration of federal and provincial grants for hospital construction has been an 'ordinary' part of provincial administration since 1948 or earlier, but in Ontario these grants are administered by a semi-independent commission appointed by the Lieutenant-Governor-in-Council whose staff are not civil servants and thus did not receive questionnaires. In Ontario the provincial police force and the police college are within the civil service (although directed by Commissioners) but the administration of a police force and a police college is not a 'normal' provincial activity, and they had to be specifically excluded from the questionnaire survey. The financial or personnel relations existing between each agency and the Executive Council are not much better, as a guide to classification, than the functions of agencies, since each agency exhibits individual variations from any conceivable norm. For several reasons, this study has employed as the most significant criterion the status of employees - whether

they are civil servants, unclassified public servants, other crown employees, or not crown employees at all. These terms have specific meanings. 'Crown employee' is the most general term, covering all persons employed by the Province except those working for the Ontario Hydro-Electric Power Commission, the Ontario Northland Transportation Commission, and the Workmen's Compensation Board*. Within the category of 'crown employee' is a subcategory of 'public servant' - those governed by the Public Service Act - and this is subdivided further into two groups: the unclassified public servants and the classified public servants, or (an exactly equivalent term) civil servants.

The core of the government service is taken to be the 21 departments** of the government, each responsible to a Minister of the Crown, administered by a permanent head, and staffed almost entirely by civil servants. There are about 59 agencies which are distinguishable from the departmental norm in some aspects of their administrative, financial or personnel structure, but are

*This is the definition of crown employee given in the Public Service Act. A number of other provincial agencies listed in the Index are also outside the crown employee category; e.g. the Ontario Research Foundation, the Ontario Food Terminal Board, and others.

**Legislation passed in 1966 increased the number of departments to 22 by adding a Department of Financial and Commercial Affairs, but this department has not yet been organized and is excluded from this study.

nevertheless sufficiently close to the norm to be considered parts of their associated departments. It should be noted that such advisory bodies as came to attention have been included with departments in this way, although it is more usual to class advisory bodies separately. The reasons for including them with departments were four: they advise on activities and policies which are usually purely departmental in scope; their staff, if any, is usually in the civil service; their financial relations with the Legislature are not unusual, since the common device is a legislative appropriation (which may or may not be identifiable) for the Minister's office or an appropriate branch; and the Minister remains responsible for any action taken as a result of their advice.

In addition to the departments and 'departmental' agencies there are about twenty agencies which are structured so differently that they must be considered 'non-departmental'. In the middle are nine agencies which are 'semi-departmental' in their structure and relations. Most employees of the departments of government are civil servants, although some are unclassified public servants. Employees of the semi-departmental agencies are crown employees but are not public servants;

employees of the non-departmental agencies may or may not be crown employees and are not public servants.

The significance of employee status arises in part from the relation between the status of its employees and the set of financial and administrative relations in which an agency exists. Employees who are civil servants are subject to the controls of the Civil Service Commission and negotiate collectively with their employer through the Civil Service Association of Ontario. Their agencies are financed by legislative appropriation from the Consolidated Revenue Fund, and controlled by Treasury Board, and their expenditures are reported in the Public Accounts. If the employees are unclassified public servants the control exercised over them and their agency by the central machinery of government is very much less, and if the employees are not public servants the agency is generally controlled by the Lieutenant-Governor-in-Council rather than by the central control machinery.

This study deals only with the 'departmental' agencies, which are listed in Table 1.1. (Inclusion in the list does not necessarily mean that the report contains information on the agency listed. The Training Schools Advisory Board is listed, but no member of it was interviewed or asked to fill out a questionnaire. It is, however, a component of the Department of Reform Institutions, which

was included in both interviews and questionnaires.)

The agencies listed are the 21 departments of government and a number of Councils, Commission, Boards, Authorities, Corporations, Committees and officers which fit closely to the structural definition of a department.

Table 1.1 Agencies Included in the Study of the
Government of Ontario

Agriculture and Food:	Department of Agriculture Research Institute Co-operative Loans Board Crop Insurance Commission Farm Products Marketing Board Milk Commission Ontario Food Council Ontario Junior Farmer Estab- lishment Loan Corp. Telephone Development Corp. Telephone Service Commission
Attorney-General:	Department of Emergency Measures Organization Official Guardian Ontario Fire Marshal Ontario Law Reform Commission Ontario Securities Commission Public Trustee Superintendent of Insurance
Civil Service:*	Department of Civil Service Commission Ontario Joint Council Public Service Grievance Board Public Service Superannuation Board
Economics and Development:	Department of Ontario Advisory Committee on Confederation Ontario Economic Council

*In Chapter III these agencies appear under Treasury Department because the Treasurer is the responsible minister.

Education:	Department of Education Policy and Develop- ment Council Teachers' Superannuation Commission
Energy and Resources Management:	Department of Ontario Energy Board
Health:	Department of Air Pollution Advisory Committee Cemeteries Advisory Board
Highways:	Department of
Labour:	Department of Athletics Commissioner Industry and Labour Board Jurisdictional Disputes Commission Labour Relations Board Labour Safety Council Ontario Human Rights Commission
Lands and Forests:	Department of
Mines:	Department of Commissioner of Mines Sulfur Fumes Arbitrator
Municipal Affairs:	Department of Ontario Municipal Board
Prime Minister:	Department of
Provincial Auditor:	Office of
Provincial Secretary and Minister of Citizenship:	Department of
Public Welfare:	Department of Child Welfare Review Board Committee on Indian Welfare Services Soldiers' Aid Commission
Public Works:	Department of
Reform Institutions:	Department of Board of Parole Minister's Advisory Council for the Treatment of the Offender Planning Committee on Regional Detention Centre Training Schools Advisory Board

Tourism and Information:	Department of Archeological and Historic Sites Board Censorship Board Ontario Centennial Project St. Clair Parkway Commission St. Lawrence Parks Commission
Transport:	Department of Ontario Highway Transport Board
Treasury:	Department of Commissioner of Agricultural Loans Ontario Education Capital Aid Corporation Ontario Municipal Improvement Corporation Ontario Parks Integration Board Ontario Racing Commission Ontario Universities Capital Aid Corporation Pension Commission of Ontario Province of Ontario Savings Office
University Affairs:	Department of Committee on University Affairs.

Chapter II outlines the administrative processes and practices of the Ontario Government; as the projected study of 'administrative style' was not possible, this chapter contains the small amount of material available on this subject. Its sources were statutes and regulations, a very few unpublished works on the central processes of the Ontario Government, and conversations with a few Ontario public servants, who were extremely helpful. Chapter III contains an extremely brief outline of the organization and functions of the departmental agencies,

and of the functions of the other (excluded) agencies; it was provided only as reference material in case some of the observations made in Chapters IV and V (which refer respectively to the characteristics of the civil service, and to the language policy and practices of the Ontario Government) require more background information on the activities of the Government than the reader happens to have. The sources of information for Chapter III were departmental and other annual reports, where such existed; statutes; the Directory and Guide to Services of the Ontario Government (published annually by the Department of Tourism and Information); a Manual of Organization produced for internal use by the Organization and Methods Services Branch of the Treasury Board staff; the Report of the Committee on the Organization of Government in Ontario (the Gordon Report)*; and a few departmental and other publications. These sources being all of different date and origin conflict with each other in some instances, and are not as a rule very detailed. Consequently, Chapter III is likely to contain a good many errors and to have omitted a good many pertinent facts.

*The Gordon Report was prepared in 1958 and published in 1959; it is therefore out of date in many respects and was consulted only as a last resource for information on some agencies.

The sources of information for Chapter IV (describing some of the characteristics of the Ontario civil service) and for part of Chapter V (describing the use of languages other than English) was a questionnaire devised, administered and tabulated co-operatively by the Government of Ontario and the Royal Commission on Bilingualism and Biculturalism. It was distributed to a sample of civil servants, to consist of 100 per cent of those earning \$10,000 a year or more and 10 per cent of those earning less than \$10,000. (The sample was restricted to civil servants because no central agency in the Government of Ontario has records of the unclassified public servants or other crown employees.) After extraction of the names of those earning \$10,000 and more, every tenth name was chosen from a list of the remaining civil servants, arrayed by department and branch and within each branch by position number. The 10 per cent sample was thus stratified by department but presumably otherwise without bias. (The content of 'position number' is not known but is said to contain no source of bias.)

The Personnel Research Branch of the Ontario Department of Civil Service selected the sample, did a small pretest among some of its own employees, and distributed the questionnaire through departmental personnel officers.

Responses were unsigned and anonymous, but each response envelope bore a number to permit identification of the department. The responses were returned by mail to the Personnel Research Branch, which was responsible for their editing and punching; tabulation was done by the Computer Centre of the Ontario Department of Highways using programs supplied by S.M.A.

There were 5,730 names in the sample: of these, an estimated 1,826 (31.9 per cent) were earning \$10,000 annually or more, and 3,904 (68.1 per cent) less than \$10,000* - 9.8 per cent (compared to the objective of 10 per cent) of the total number of civil servants earning less than \$10,000. The return was 4,423 responses, or 77.2 per cent in total. It is not known how many of these were unusable. The number of respondents who indicated their current salary was 4,143, of whom 2,437 (58.8%) were earning less than \$10,000 and 1,706 (41.2%) \$10,000 or more. This would suggest a considerable difference in the response rate of the two salary classes (93.4 per cent for the higher-paid, versus 62.4 per cent for the lower-paid). If the estimate of the number of persons in the sample earning \$10,000 or more is revised upwards, which would lessen the differential in the response rate, then the proportion of those earning less

* The exact proportion in the sample is not known, and cannot be calculated with exactness from the information available.

than \$10,000 in the sample drops further below the 10 per cent desired. There is no information on the non-respondents or their characteristics.

Since the study was undertaken by the Royal Commission on Bilingualism and Biculturalism, respondents could reply in either French or English. Sixty-two persons of the 4,423 chose to answer in French and their responses, instead of being tabulated with the others, were treated separately by hand. Those who were not of French mother tongue (20 of the 62) were discarded because there was not enough time to tabulate them; those of French mother tongue were weighted according to salary and a small number - 8 or 10 tables - of tabulations was made. The study has four sets of data, then:

1. a detailed tabulation (some 1900 tables) of unweighted data, excluding the French responses and containing a salary bias;
2. a general tabulation, unweighted, of the French responses;
3. a detailed tabulation (some 500 tables) of weighted data, excluding both the French responses and the salary bias;
4. a detailed tabulation (some 10 tables), weighted, of those French responses from persons of French mother tongue.

Generally, references to the sample in this report mean the weighted data excluding the French responses; the French responses are used chiefly in Chapter V.

A comparison of the weighted data with the limited information available on the composition of the Ontario civil service indicates that the sample was reasonably valid. Persons earning \$10,000 and over are somewhat over-represented in the sample even after weighting, which is consistent with the slight over-representation of persons with more than 4 years of service (and inconsistent with the over-representation of females) in the weighted sample. This over-representation is not surprising, since a multiplier of 10 was used in weighting and it is clear that either in the original sample or in the usable responses or both the higher-paid class was present in more than the 10 to 1 ratio expected. What is surprising is that the distribution by department - i.e. in 21 categories - in the weighted sample is very close to the actual distribution of civil servants by department. Table 1.3 shows this distribution. Unfortunately it was not possible to test the geographical validity of the sample, as there is no central record of the location of Ontario civil servants.

Table 1.2 Weighted Sample and Ontario Civil
Service: Certain Characteristics

		- percentages -	
		Weighted Sample ¹	Ontario Civil Service ²
1. Sex	Male	64.9	67.1
	Female	35.1	32.9
	Total	100.0	100.0
2. Salary.	Less than \$3,000	5.3	3.8
	\$3,000 - \$5,999	73.6	77.9
	\$6,000 - \$9,999	13.8	13.7
	\$10,000 and over	7.3	4.6
	Total	100.0	100.0
2. Years of service	4 or less	34.7	42.2
	5 - 10 years	35.1	28.4
	Over 10 years	30.1	29.4
	Total	99.9	100.0
4. Age	Born 1921 or later	55.4	Under 45 57.3
	Born before 1921	44.6	45 and over 42.7
	Total	100.0	100.0

1. Source: individual questionnaires sent to selected Ontario civil servants and subsequently weighted. The Ontario Provincial Police Force is excluded. Date: Spring, 1966. N is 25,239 for sex, 25,465 for salary, 25,317 for years of service, 25,302 for age.
2. Source: Ontario Civil Service Commission, Annual Report, 1965, pages 41 and 47. Date: December 31, 1965. N is 43,141 for sex, years of service and salary, and 43,316 for age. The Ontario Provincial Police Force is included.

A comparison was made also between the weighted sample and wage-earners in Ontario as reported in the 1961 Census. In the characteristics which could be compared - sex,

Table 1.3 Weighted Sample and Ontario Civil
Service: Departments

Department	- percentages -	
	Weighted Sample ¹	Ontario Civil Service ²
Agriculture and Food	3.1	4.7
Attorney-General	3.1	3.4
Civil Service	0.4	0.4
Economics and Development	0.7	0.7
Education	5.2	5.4
Energy and Resources Management	0.4	0.4
Health	35.8	33.7
Highways	23.5	22.7
Labour	1.1	1.6
Lands and Forests	6.5	6.2
Mines	0.7	0.6
Municipal Affairs	0.8	0.8
Prime Minister	0.0	0.1
Provincial Secretary (including Provincial Auditor)	0.4	1.2
Public Welfare	2.1	1.8
Public Works	2.7	3.9
Reform Institutions	5.5	5.8
Tourism and Information	0.5	0.5
Transport	3.2	2.8
Treasury	4.0	3.3
University Affairs	0.0	0.1
Unknown	0.3	-
Total	100.0	100.1

1. Source: individual questionnaires. Respondents of French mother tongue who answered in French are included. Date, Spring, 1966. N is 25,521. Ontario Provincial Police Force is excluded.
2. Source: Ontario Civil Service Commission, Annual Report, 1965, page 50. Date: December 31, 1965. N is 39,706. Ontario Provincial Police Force is excluded.

marital status, level of education and salary (the last of doubtful use anyway because of the 5-year difference in time) there was no similarity between the two groups except in their marital status. However, a comparison of the Ontario civil service in 1965 with Ontario wage-earners in 1961 in the two characteristics available for comparison - sex and salary - also shows dissimilarity, and indeed there is no reason why the two groups should be alike.

The 89 questions in the questionnaire relate to personal characteristics (such as age, mother tongue and others*); career characteristics (such as education and other work experience, as well as career development within the Ontario civil service); and the use and usefulness of languages other than English in work. A number of the questions were not used in analysis, or used very little, for a number of reasons: the frequencies were too small, or the information too detailed to be studied in the time available, or the responses indicated some confusion or contradiction, or the question had been inserted because of its value to the Government of Ontario**.

*But not ethnic origin, which was excluded by agreement with the Government of Ontario.

**Questions 4, 12, 35, 61, 62, 63, 64, 70, 82, 83-86, 21-30, 37-38 and 54-57 are the ones which were used very little or not at all; see the questionnaire in Appendix I for the text.

CHAPTER II

Administrative Functions in the Government of Ontario

II.1 Personnel Administration

A classification system for some of its departmental employees was instituted by the Ontario Government in 1946. For some years the Civil Service Commission, which was and is responsible for the system, had only one or two classification officers on its staff and in consequence many of the class specifications were extremely general. The control exercised by the Commission was not strict. In 1957 or 1958 a systematic and comprehensive revision of the system was begun by an outside consultant. It was continued by the greatly enlarged Civil Service Commission staff (known from 1961 as the Department of Civil Service) and was completed in 1964. On its completion a program for methodically reviewing the salary schedules of the classes was adopted. Every two years the Department of Civil Service makes a salary study of certain 'key classes' in each of six broad occupational groups. Each class now has its predetermined review date, and when a new class is established it has a review date assigned to it. Until 1966 the staff of the Civil Service Commission not only prepared all the classification descriptions but in

addition assigned each position in the departments to its correct classification. The system since 1961 has therefore been one of close central control. In April, 1966, the Commission began delegating to departments the responsibility for assigning to the appropriate classes their lower level positions.

The Civil Service Commission is empowered to exclude classified positions from the classified service. Its program since the revision of the classes began has tended, however, to bring many of the unclassified within the classification system. The rule has been established that once a position has been occupied by a classified public servant it cannot revert to being in the unclassified service.

The unclassified service is, by definition, outside the classification system. In 1965 this service was subdivided into three groups. Group 1 consists of employees on contract or retainer or employed at a union rate; their terms of employment are set out in their contracts or agreements and the regulations made under the Public Service Act do not apply to them. Group 2 of the unclassified public service consists of employees on a short-term project or in positions not requiring full-time year-round employ. If a public servant in the latter

category of Group 2 is employed continuously for more than 9 months he is transferred to Group 3, which consists of unclassified public servants in full-time year-round employ. Most of the regulations under the Public Service Act, which govern terms of employment, are specifically applicable to both the civil service and Group 3 of the unclassified public service.

The principal differences between the unclassified and the classified public service are these:

- 1) the unclassified are not bound by the qualifications and the salary ranges established by the classification system;
- 2) the unclassified are appointed by ministers or by Order-in-Council, whereas the classified are appointed by the certificate of the Civil Service Commission;
- 3) the unclassified are not necessarily required to take the oaths of secrecy and of allegiance which the classified must take on appointment.

Further distinctions between the classified and the unclassified are made by the regulations under the Public Service Act, with regard to rights, privileges and procedures.

The Public Officers Act (R.S.O. 1960) prohibits the employment in public office of persons who are not British subjects, except temporarily when their employment is in the public interest. Such persons may therefore not be appointed as regular - that is, permanent - civil servants or as unclassified public servants, on a temporary basis renewable from year to year. Although they are required to take the oath of secrecy on appointment, they are not generally required to take the oath of allegiance by which they would necessarily forfeit their citizenship in another country. One department does require all employees to swear allegiance and also to become citizens as soon as they are eligible for citizenship, but these are requirements of the particular department and are not general policy within the government.

The departments which are major employers of casual workers are those in which seasonal operations are important: Highways, Lands and Forests, Agriculture, Tourism and Information. Public Works, which has a large number of non-British citizens on its maintenance and cleaning staff, is also a major employer of casual workers. All departments, however, have some casual employees at some time. At the end of 1965 there were about 12,300 unclassified public servants in total, in addition to 43,141

classified public servants, between 5,000 and 8,000 other crown employees, and a large but undetermined number of persons engaged by public agencies but not termed crown employees.

Recruitment and Selection

The Ontario Government has had a 'centralized' recruiting system since 1961 for its classified employees. What 'centralized recruiting' means in practice is that the Recruitment Branch of the Department of Civil Service post-audits every classified appointment with regard to the qualifications and salaries of the appointees; and that it recruits applicants for the majority of classified positions within Metropolitan Toronto. According to the Public Service Act the Department is responsible for recruiting for all classified positions, but it is expressly permitted to delegate this responsibility to deputy ministers of departments and it has done so with respect to all positions outside Metropolitan Toronto and some within Toronto. The types of positions within Toronto for which departments do their own recruiting are hospital attendants and aides, correctional officers, building cleaners and helpers, and lower level institutional workers. On request, the Recruitment Branch will recruit for a particular position even though responsibility for it has been formally delegated to the department. Twenty per cent of the civil servants replying to the individual

questionnaire indicated that they had entered the civil service by way of an application to the Civil Service Commission (80 per cent had applied direct to the department which hired them), but the proportion entering in this way has been much higher since 1961 than before and has been increasing each year.

Preference in filling vacancies is given to public service applicants. When the Recruitment Branch receives a staff requisition from a department it assumes that the department has already explored the possibility of promoting one of its own employees to the vacancy, and that the search must be extended to outside the department. The Recruitment Branch may recommend a closed competition, in which only public servants may compete, or it may undertake an open competition. The former is advertised on bulletin boards in government offices; the latter is advertised in the press as well. (Most changes of position within the civil service do not result from advertisements, however; of the respondents to the individual questionnaire who reported on their last change of position, just under one-quarter had learned of the job opportunity through an advertisement. There is little movement from one department to another: only 10 per cent of the civil service respondents had worked in more than one department of the Ontario Government.)

A Recruitment Officer screens the applications received and interviews those applicants who appear qualified. The application form asks for standard personal, educational and career data; it does not inquire into ethnic origin, mother tongue, language capability or place of birth. It does ask whether the applicant is a British subject, whether he has done allied war service (since a regulation under the Public Service Act establishes a preference for veterans) and whether any of his immediate family is in the Ontario public service. The Recruitment Officer may, after his preliminary interview, ask applicants to take tests - those used are chiefly of knowledge and skills rather than of personality - and he then prepares an eligible list of applicants for the hiring department. The eligible list is on the same form which is used by the hiring department to start the recruiting process. This form does not allow the department to specify applicants of a particular age or sex (discrimination by employers on these grounds being now illegal in Ontario) but presumably such specifications could be written in the 'Special Qualifications' section of the form, where any language requirements would also appear.

The object of the recruiting process is to furnish the hiring department with a list of three eligible applicants for its vacant position. If none of the three is acceptable, a second list is referred. The deputy minister of each department decides how the choice among applicants shall be made. Usually the responsibility is delegated in writing to the departmental personnel officer, who may or may not involve the person who will be supervising the new employee. The choice may be made after an interview or by a selection board. Although the Recruitment Branch has discharged its responsibility when it has provided the eligible list, it may be and 'fairly frequently' is asked to participate in selection boards. As it is the agency which must approve appointments of unqualified applicants, and appointments at a salary above the minimum in the salary range, the Branch's participation is most likely to be requested when one of these problems occurs. The hiring department makes the job offer to its preferred applicant and informs the other applicants of their rejection. Generally, the names of rejected applicants go back to the central eligible list for a time.

In addition to recruiting applicants for particular positions and classes the Recruitment Branch does general recruiting for the public service through visits to universities and some high schools in the province.

It has special arrangements to enable interested students to experiment with work in the public service. In 1965 special high school competitions for stenographic and clerical jobs resulted in the hiring of 145 graduating students, and 87 other students worked in government departments for one week in the 'Work Experience Program'. These departments engaged engineering and mathematics students taking the special co-operative courses at the University of Waterloo which alternate university instruction with practical work. An Administrative Trainee program for university graduates, started in 1964 as a special recruiting technique, has been attracting more applicants each year. The trainees are employed on contract for one year during which they work in various capacities in several departments; at the end of the contract a successful trainee may expect to receive a job offer - usually for a staff position - from at least one department.

In recruiting for positions outside Toronto, or for unclassified employees, or for the specified classes inside Toronto which are exempted from central recruiting, each department establishes its own recruiting procedures within certain limits - no one, for example, may be employed without having been first interviewed. If the departments use tests in screening applicants, the Recruitment Branch will mark the tests.

All appointments to the classified service must be audited by the Recruitment Branch before they are made official by the grant of a Civil Service Commission certificate. After a probationary period which may not exceed one year, classified employees are given a regular - that is, permanent and classified - appointment, again by means of a Commission certificate.

Employee Records

There is no central record of unclassified public servants or of other crown employees; each department or agency keeps its own records. The Department of Civil Service maintains an employee card for every classified public servant, describing him as to age, sex, marital status, educational level, war service, disability, relatives in the public service of Ontario, and work history while in Ontario's employ. The work history records the type of appointment (of nine possible kinds*), any perquisites or extra payments, any special leave taken, changes in the employee's status and salary, and (in some instances but not all) his location in the Province.

* The types of appointment are Temporary, Permanent, Temporary Acting, Permanent Acting, Temporary Provisional, Permanent Provisional, Temporary trainee, Permanent trainee, and Temporary non-British.

Provisions for In-service Training and Educational Leave

Some departments and agencies of the Ontario Government provide training courses for their own employees, many of which are open by arrangement to other public servants. Since the appointment of a Training and Development Officer to the staff of the Civil Service Commission in 1963, a number of service-wide courses have been developed for senior officers, middle management, first-line supervisors, new employees and certain types of employees. Some of the courses are arranged by the Director of Training and Development and some are arranged in co-operation with other agencies (the Organization and Methods Services Branch of the Treasury Board staff, for example). In 1965 over 200 persons took part in the courses for first-line supervisors; 39 took part in the two sessions arranged for senior officers; 130 personnel officers attended courses in personnel administration; and 33 employees successfully completed a shorthand-typing course to upgrade their skills. Three courses for middle management were given; an orientation course for new employees was continued; a course in Instructional Techniques assists departmental staff in designing and teaching their own departmental training courses; and a lengthy course for departmental systems analysts was given.*

* Source of figures: Civil Service Commission, Annual Report, 1965.

There is no central register of the courses given by departments for their own staff but there is a requirement in the Public Service Act of 1961-62 that all deputy ministers file with the Civil Service Commission an annual report on their departmental programs. This was done for the first time in 1965, and the combined reports were distributed to all departments for their information. The reports indicate a wide range of departmental policies on in-service training. Some have no policy; others train staff in the particular skills which are not readily available in the labour market; one department at least regards systematic training programs as not only an aid to greater departmental efficiency but also an aid to individual employees in realizing their optimum personal development. The training programs of departments are of two kinds: those of a supervisory and administrative nature and those of a technical nature. Departments such as Mines and Lands and Forests require a number of technical training programs, while departments such as Treasury and Civil Service are more likely to require administrative training programs. Over two-thirds of the departments have at least one technical training program for some employees, and these may be quite complex and take a number of years to complete. For example, the cartographers' course given by the Department of Mines takes 9 or 10 years,

and the laboratory course of the Attorney-General's department can take as long as four years. The long courses are rather like apprenticeship while the shorter courses -- some lasting only a few days -- appear to be extensions or variations of orientation courses. The Department of Agriculture gives a two-day course for Dairy Herd Improvement Fieldmen, and the Department of Tourism and Information conducts a three-day seminar for employees of its Information Branch. Some departments use the 'assistant to' technique of training employees. The Department of Municipal Affairs, for example, rotates some new employees from one operation to another within certain branches. Graduate engineers joining the Department of Highways are rotated through all phases of construction work. In these instances the object is to give the new staff background experience in the operations of a certain branch. In other cases 'assistant to' positions are used to train staff in specific duties -- assistants are appointed for training purposes in certain outside judicial offices of the Attorney-General's department, for example.

Until August, 1964, Ontario had no formal provision for educational leave which could be taken only under the general leave provisions. The system instituted by regulation in 1964 (which is applicable to civil servants only) provides for different scales for assistance to civil

servants taking further education: this ranges from a 'duty assignment' at school (with the government paying the full salary and expenses of the employee), through different grades of partial financial assistance for full or part-time studies, to the opportunity to resign for a period without losing attendance and vacation credits. A duty assignment may be approved if the training course is necessary to the employee's work. (In 1965, 76 employees received leave with full pay for this purpose, according to the 1965 Report of the Civil Service Commission.) If the employee is the sole beneficiary of the course he may request up to one year's leave of absence without pay, or may resign with the option of returning to the service within two years. Thirty-one persons made this kind of arrangement in 1965.* If a course is not necessary in an employee's work but is highly desirable, part or all of his fees may be paid for him, and if he is on leave to attend he may receive a monthly bursary based on his salary and the number of his dependents. Twenty-five persons did so in 1965.* Persons in receipt of bursaries have an obligation to return to the service for a period of time equal to their leave.

* Source of figures: Civil Service Commission, Annual Report, 1965.

Deputy ministers may approve educational programs within a specified range of time and cost to the government; within another range, approval may be given by the Civil Service Commission (which at the end of 1965 had approved 13 courses which may be taken by employees); outside the range, approval must be sought from the Lieutenant-Governor-in-Council.

Although the formalization of educational provisions is very recent, more informally organized assistance has been available to Ontario civil servants for some time. One-third of the weighted sample of individual civil servants reported that they had at some time taken an educational course sponsored or assisted by the Ontario Government; the question, however, did not distinguish between external courses and in-service training.

Provision for Political Activity

For many years political activity on the part of Ontario public servants was governed by a resolution of the House prohibiting active participation in provincial or federal election campaigns, or candidacy in municipal elections. The very general prohibition was apparently interpreted quite strictly. In 1963 the new Public Service Act of 1961-62 was amended to set out permissible kinds of political activity. Specified senior crown employees are

still forbidden any kind at all: deputy ministers, for example, many branch heads, a variety of legal officers, senior professional staff, the Ontario Provincial Police, and, generally but not uniformly, field staffs. Other crown employees may participate in municipal politics and hold municipal office provided that this is without affiliation with any federal or provincial political party. Crown employees may also run for provincial or federal seats if they take leave without pay. If elected, the employee must resign from the public service but will be reappointed upon application if within five years he loses or resigns his seat. Unless he is on leave for candidacy a crown employee may not solicit funds for a political party but he may (unless he is a civil servant) work actively for a party so long as he does not associate this work with his public service position. Civil servants are more restricted in their political rights than other crown employees, in that they may neither canvass for a candidate in a federal or provincial election nor make their views publicly known in speech or writing on any matter that forms part of a federal or provincial political platform.

No political activity may be undertaken by any crown employee during working hours. Contravention of any of the provisions regarding political activity is a sufficient cause for dismissal from the employ of the Government.

The Annual Report of the Civil Service Commission for 1963, which explains the 1963 amendments governing political activity, states that fewer than 10 requests were made that year for leave under the new provisions. Reports of the Commission for subsequent years do not refer to the matter.

II.2 Employee Relations

Collective Negotiations

According to the Civil Service Commission's Annual Report for 1964, that year was "the first year in which negotiations with the Civil Service Association (the staff association of Ontario public servants) played a significant part in the resolution of matters affecting the pay, working conditions and well being of the staff". A form of collective consultation with civil service employees had, however, begun in the early 1950's when the Joint Advisory Council was established by regulation under the old Public Service Act. The Advisory Council had three members appointed by the Lieutenant-Governor-in-Council on the recommendation of the CSAO and three others appointed

by him from the service to represent management. A member of the Civil Service Commission was to be appointed to the Council as its Chairman. (The Gordon Report of 1959 notes that the then Chairman of the Civil Service Commission, who had already become a member of the Joint Advisory Council before his move to the Commission, refused to act as Chairman of the Council because he felt an implicit conflict existed between the two roles.) The Joint Advisory Council was to advise the Executive Council concerning the development of a career service, methods of improving the conduct of the public business, and "the general principles" to govern conditions and terms of employment.

In 1963 the new Public Service Act was amended to provide for the establishment of the Ontario Joint Council to replace the former advisory council. The new body was authorized to negotiate matters concerning the terms of employment of public servants (that is, classified and unclassified public servants, but not other crown employees), including working conditions, remuneration, leaves and hours of work. Its decisions must be signed by both the Chairman - a non-voting appointee of the Lieutenant-Governor-in-Council and the vice-chairman - who is nominated from the members of the Joint Council by the staff representatives

on the Council. Although decisions of the Joint Council are binding on the Government, the Act says only that its decisions are to be transmitted "to the appropriate authority for implementation". The Civil Service Commission may remove matters from the jurisdiction of the Joint Council and moreover may prescribe the duties, procedures and scope of both the Joint Council and the Civil Service Arbitration Board established to arbitrate any matters on which the Joint Council cannot achieve a majority agreement. The only matter which has yet been excluded in this way from the scope of the Joint Council is the Ontario Provincial Police Force, which was excluded upon the establishment of a parallel Ontario Provincial Police Negotiating Committee in 1964. Some matters are excluded from the scope of the Joint Council by statute or by government practice. The Public Service Act, for example, assigns to the Civil Service Commission authority over employee perquisites and the rents charged for government-owned houses; consequently these matters cannot be negotiated. The Civil Service Commission is also solely responsible for deciding which classes and positions are a part of management and hence excluded from the negotiating system; it is currently engaged in detailing these exclusions. The CSAO has suggested that mileage rates be included in the negotiable matters, but the government takes the view

that as these Rates are set by Treasury Board they are not negotiable. A number of matters of this sort have not yet been resolved or perhaps have not yet even arisen, and the basic negotiating framework is of such recent origin.

The Joint Council has 6 members in addition to the Chairman. All are appointed by the Lieutenant-Governor-in-Council: three (known as the staff side) are recommended by the CSAO and must include at least one crown employee, the other may be paid officials of the CSAO. Three members are crown employees - known as the official side - representing management.* The Chairman of the Civil Service Commission was appointed as Chairman of the Joint Council on its establishment, but was replaced in that position in 1965 by the Deputy Attorney-General.

The Joint Council immediately adopted the principle that negotiations between staff and management should begin at the level of impact - that, for example, negotiations affecting an institution should begin between the superintendent of the institution and his staff - and should proceed to the Joint Council only if they could not be settled at a lower level. In August of 1964 it was agreed

* Until the 1966 amendment to the Public Service Act, there were 8 members in addition to the Chairman, four from the staff and four from management. The management members at the end of 1965 included three deputy ministers and one assistant deputy.

that for the further expedition of Joint Council business each side would appoint a senior negotiator and the two together would undertake preliminary negotiations and, when possible, settle matters without the participation of the Council. On the management side the negotiator is the Director of Staff Relations for Treasury Board; the staff negotiator is the General Manager of the CSAO.

The Joint Council negotiates continuously throughout the year, and each decision signed is in force for two years unless specified otherwise in the agreement. It has dealt with layoff and recall procedures, cash payments for overtime work (both of these, apparently, had previously been unknown in the Ontario service), superannuation, classifications and pay for a large number of classes, fringe benefits, and conditions of employment for the unclassified. Two or three matters, failing of agreement within the Joint Council, have been referred to the arbitration machinery created by the Public Service Act.* The Civil Service Arbitration Board, established in 1963 to give final arbitration on such matters, was patterned after the

* Until an amendment to the Public Service Act in 1966, questions on which the Joint Council could not reach majority agreement were referred to the Arbitration Board. The amendment interposes mediation by the Dept. of Labour between disagreement in the Joint Council and referral to the Arbitration Board.

Grievance Board established a little earlier. Its Chairman (from outside the government service) is appointed by the Lieutenant-Governor-in-Council for a renewable term of two years and its two other members are designated as the need arises, one by each of the two sides of the Joint Council.

Grievance Procedures

The Public Service Act empowers the Civil Service Commission to make regulations providing for grievance boards and their jurisdictions, powers and duties. A Public Service Grievance Board was established in 1959 to hear grievances other than those relating to classification (which are heard by a Classification Rating Committee). Grievance procedures are open to all public servants with the exception that scheduled public servants (deputy ministers and their equivalents, some directors and some senior staff) have grievance rights with regard to dismissal only and not with regard to working conditions, terms of employment or classification. The employee takes his grievance first to his supervisor - informally, and then in writing - and if he is not satisfied he takes it to a designate of the deputy minister's and then to the deputy minister. Different and more direct procedures are prescribed by the regulations for grievances which relate to dismissal,

and a procedural distinction is made between classified and unclassified public servants. If the decision of the deputy minister is not satisfactory, the grievor may appeal to the Public Service Grievance Board, which has the final determination. It hears representations from each side in the case, usually by counsel. Employees who do not speak English well may bring interpreters. In 1965 the Grievance Board received and dealt with 73 applications for hearings. At present the Board consists of a Chairman and four members, all appointed by the Lieutenant-Governor-in-Council. Two of the members are civil servants; the other two and the chairman are from outside the government service.

Classification grievances are taken to the employee's immediate supervisor and then to his deputy minister. If still unresolved the grievance may then be taken to the Chairman of the Civil Service Commission who refers it to the Classification Rating Committee. In 1965, 36 grievances were referred, 26 of which were heard. The members of the Committee are designated by the Chairman of the Civil Service Commission: three (including the Chairman) are permanent and another is chosen from among the government's personnel directors for each grievance. The three permanent members who formed the Committee at the end of 1965 were from outside the government service.

Departmental and Branch Councils

One of the responsibilities of the Joint Advisory Council was the encouragement of the establishment of staff associations based on organizational units - that is, departmental and branch councils. The responsibility was transferred to the Civil Service Commission when the Joint Advisory Council was replaced by the Ontario Joint Council. At the request of a deputy minister the Civil Service Commission arranges for the election of such councils in accordance with the regulations which outline their composition. The function of the councils is to advise the deputy minister regarding improvements in the methods of conducting public business in the department, utilization of the ideas and experience of departmental staff, and the well-being of departmental staff. In 1965 there were 16 departmental councils and 97 branch councils in existence.

II.3 Financial Administration

The system of financial administration is neither so centralized nor so codified as the system of personnel administration, and is now in process of change. The central agency in the financial system is the Treasury Board, which is not an equivalent of the Civil Service

Commission in either structure or functions. Treasury Board is a committee of Cabinet which has existed for many years but was in effect unstaffed - and consequently relatively inactive - until 1961. It has an extensive statutory authority over the financial processes of departments but exercises it in only some selected matters. It has also a general authority in regard to administrative matters, in which it has begun to take an active interest. Since 1961 the staff of Treasury Board has been engaged in a number of financial and administrative studies which are gradually creating a new system of financial and administrative controls. The general approach, like that in personnel matters, appears to be toward the standardization of procedures - by executive authority - without destroying departmental responsibility for their execution.

The Financial Administration Act and the Audit Act are the primary documents in financial administration, and they deal mostly with the internal system. The Financial Administration Act defines 'departmental' as including departments, boards, commissions, authorities, corporations and other agencies; it defines 'public money' as all money belonging to Ontario received or collected by the Treasurer or by any other public officer authorized to receive and collect it. The financial system is based

on these definitions. Although they appear at first glance to encompass almost all public operations, a large number of agencies operate outside or partially outside the system created by the Act. The operative definition of the extent of the system is set by the Consolidated Revenue Fund: agencies which derive their spending money by legislative appropriation from the Fund are in the system; others are not. The extent of the personnel system is set in the same way: employees whose salaries are paid by legislative appropriation from the Fund are public servants while others are not.* Treasury Board controls the staff complement, or total number of positions, in the agencies which are supported by the Consolidated Revenue Fund but does not control the complement of the other agencies. The financial system described below is generally applicable, therefore, only to the departments of the government.

The deputy minister of each department is its chief financial officer, although this is nowhere stated more explicitly than in the following passage from the Audit

* There are some exceptions: certain officers are public servants but receive payment from the revenues received through their work, rather than from the Fund. The Sulfur Fumes Arbitrator is an example. However, these officers may usually receive a legislative appropriation as well if their revenues are insufficient.

Act: "nothing in this Act shall be construed to affect the responsibility of any minister, deputy minister, departmental officer, or any person charged with the administration of public monies and the responsibility for the conduct of the financial business shall rest with the head of the department and before accounts are recommended to the Treasurer for payment they shall be checked and examined in detail and vouched as correct in every respect and allowed and passed by the proper departmental officers". The deputy minister is responsible for appropriation control, internal administration and audit, verification of accounts, and assessment and collection of all departmental revenues.

There are two agencies besides Treasury Board which have authority over departmental financial processes: the Treasury Department and the Provincial Auditor. The Comptroller of Accounts in the Treasury Department has the statutory authority to both examine and alter the methods of financial administration and control within departments, although in fact he does not exercise this power. The Treasury Department's main interests in departmental spending appear to lie in the control of total expenditure and the collection of the information necessary to cash management. (Rather similarly, Treasury Board may make

regulations regarding the collection, management and administration of and accounting for public money, but has not done so. It merely requires a monthly report on actual expenditure and a forecast of overexpenditure for each vote.)

The chief limitation on departmental freedom in the expenditure of appropriations is the Provincial Auditor. Theoretically and formally, the Provincial Auditor is responsible to the Legislature rather than to the Government and the Auditor himself has pointed out the advantages of this relation: "The existence of the Auditor, who has no control or responsibility for the administration of the Departments and Boards and Commission, but who has power to examine and report on the accounts and related procedures, has a continuous constructive and beneficial effect on the conduct of Departmental business and provides an incentive for greater efficiency and economy of operation."* In practice the Provincial Auditor has a considerable degree of responsibility for departmental administration. He is required by the Audit Act to certify before issue every cheque for the payment of public money, to countersign every cheque signed by the Treasurer of Ontario, to prepare

* Provincial Auditor, Report, 1962-63, p. 19.

the Public Accounts for the Legislature, and to follow the directions of Treasury Board in certain circumstances. He conducts a pre-audit of departmental expenditures (and a post-audit of revenues). He is said to attend all meetings of Treasury Board, although not as a participant, and among civil servants he appears to be widely regarded as an agent of Treasury Board. At times he may even sound like a member of the Government. Of net ordinary expenditure in 1963-64, for example, he remarked that "The items making up this balance (of about 30 per cent of net ordinary expenditure), although not as large as those mentioned (individually) above, serve vital functions in the overall programme of the Province."*

Normally, in his annual report to the Legislature, the Provincial Auditor makes recommendations regarding the financial affairs of the Province or certain administrative matters which have financial implications. In 1963 and 1964 his recommendations included: support for the actuary's recommendation that the actuarial deficits of the Public Service and Teachers' Superannuation Funds be controlled; contruction of a simpler and comprehensible formula for grants to schools; study of fidelity insurance coverage of civil servants, with the object of cheaper

* Provincial Auditor, Report, 1963-64; p. 15.

coverage; a review of fees charged for government services to ensure that "a fair return is received in relation to the cost for services rendered and privileges granted"; the establishment of an annual appropriation to cover the losses of the Ontario Northland and the Ontario Junior Farmer Establishment Loan Corporation so that the Public Accounts "may reflect accurately the overall picture of government operations"; and departmental restraint in spending so that the provincial net debt might be reduced (the latter after a year in which departments had underspent their ordinary legislative appropriations by more than \$25 million in total).

The Public Accounts Committee of the Legislature has been recommending since 1964 (the year in which it was revived and reconstituted after a spasmodic career) that the government consider adopting the federal system of pre-audit - that is, restrict the Provincial Auditor to a post-audit only of the government's accounts. The recommendation does not, of course, indicate any legislative distrust of the Provincial Auditor; on the contrary, the Committee has also been urging the government to have more of its agencies audited by the Provincial Auditor. All of the departments of government are audited by the Provincial Auditor but only some of the other government agencies;

the remainder engage their own auditors. Some do not present any sort of financial statement to the Legislature, and the Public Accounts Committee has recommended that all should do so. (There may be some move by the government in this direction; in 1965 the act governing the Liquor Licence Board was amended to bring it under the Provincial Auditor's scouting.)

Although Treasury Board does not regulate departmental financial processes it is actively engaged in financial administration, chiefly through requiring that certain financial matters be presented to it for its prior approval. These include applications for additional funds - by way of Treasury Board Orders, Special Warrants and Authorizations for Commitment -; legislation and Orders-in-Council having financial implications; proposed changes in financial arrangements with the Government of Canada; proposals for the acquisition or lease of land or buildings (other than the purchase of highway rights-of-way); and proposed changes affecting future revenue or expenditure. Requests for an increase in the staff complement must also receive Treasury Board approval. In some instances the Treasury Board makes a decision on behalf of Cabinet and in others it formulates a recommendation to send to Cabinet along with the departmental proposal.

A major task of Treasury Board, which is not financial alone, is the review of the departmental estimates which are prepared annually for presentation to the Legislature. In this task, social, economic and administrative considerations are as important as the fiscal and financial considerations, since the whole of the departmental programs come under review.* The current system and format for review of the estimates is of very recent date, having been instituted in 1961 and being, indeed, still in process of development. Until 1961 the estimates were apparently presented to Treasury Board in much the same way that they are still presented to the Legislature; that is, with no description of the programs and no breakdown of the allocation of expenditure among salaries, maintenance and other expenses. The new system requires a detailed outline for each program showing its purpose and activities, the number and kind of staff and their salaries, and the money required for travel, maintenance and other expenses. The actual expenditure in the previous year and the appropriation for the current year - with forecast expenditure - are also

* Treasury Board (and in some instances the appropriate department) reviews the ordinary budgets of only some few of the semi-departmental and non-departmental agencies. Some of the capital budgets of these other agencies are also reviewed by the Board.

shown. Changes in expenditure caused by extension or expansion of an existing program are identified, and proposals for new programs are outlined separately. The forms on which the departmental estimates are presented to Treasury Board are provided by the Treasury Board staff.

The Treasury Board reviews a consolidated statement of departmental expenditure and revenue proposals in conjunction with a forecast of economic and financial conditions for the coming year. After it has reached a decision on the general fiscal objective, its staff negotiate separately with each department to adjust departmental proposals to this objective. Each minister then appears before Treasury Board for a formal review of his revised estimates, which are reportedly considered from four points of view: do they reflect the declared policy of the government? do they indicate effective administration? do they show progress in the government's longterm plans? are they financially feasible?

After approval by the Treasury Board the estimates are printed and presented to the Legislature, but in their printed form they give very little information. They show only the amount requested (without any indication of previous appropriations or expenditures, or staff, or

programs) for each vote and item. In a few votes the request is broken down into its components of salary, travelling expenses and maintenance. The votes correspond roughly to the major branches of a department and consequently each department has a number of votes in its ordinary Estimates; some also have one or more capital votes. The printed Estimates contain no information on the agencies which are here classified as semi-departmental and non-departmental. The Public Accounts Committee has been persistently asking since 1964 for more detail in the printed Estimates.

II.4 Other Administrative Functions

The Ontario Government has not centralized to any great extent its other internal administrative services, although the Treasury Board staff now has under study a number of these services. There is very little information available about them.

Buildings, equipment, supplies

The Department of Public Works is the central agent responsible for the provision of space for all departments and some of the semi-departmental agencies. It handles the construction of government buildings and maintains and

cleans them. It leases space also, but except where an entire building is leased for government use it does not maintain or clean rented space. Treasury Board reviews all proposals for space acquisition, but has not set standards to regulate the amount or quality of space.

The Department of Public Works also provides the office furniture initially required for new space, although thereafter the department which occupies the space is responsible for acquiring its own additional furniture. The Department handles some orders for special equipment used in government institutions, hospitals and schools. It is not, however, a central purchasing agency in the government: there is none, although the creation of a purchasing agency has been a continuing recommendation of the Public Accounts Committee.

It provides telephone service in government buildings. The cost of space appears in the Public Works budget and is not charged to the departments or agencies which occupy it.

Legal Services

Legal services in the government are not provided centrally, each agency providing for its own as it sees fit. The Public Accounts Committee recommended in 1965

that the government consider centralizing its legal services in the Department of the Attorney-General, and that it reduce its use of outside legal consultants by employing more legal staff. The recommendations do not appear to have been accepted by the government.

Treasury Board reviews new legislation which will have financial implications, and the Legislative Counsel reviews all legislation from a technical point of view before it goes to the Legislature.

Printing and Stationery Supplies

The Queen's Printer is the central agency for stationery supplies and government printing, but there is no statutory or regulatory requirement that departments use it. It is estimated that the Queen's Printer probably purchases roughly three-quarters of departmental stationery supplies; its service is also available to other government agencies but is not used by them. It does not print, but arranges for printing on request by a department or other agency. At least two departments, however, have their own printing shops and use them for the majority of publications, dividing the remainder between the Queen's Printer and printing firms which are contacted directly. Departments or agencies which are preparing informational leaflets or

folders often have these productions handled by an advertising agency. The Queen's Printer does not act as distributor for departmental publications, most of which are available only from the department of issue. It does distribute statutes, the Public Accounts and the Estimates.

Management Services

The Treasury Board staff includes an Organization and Methods Services Branch which provides consultant services to departments and other government agencies on request. (In theory its scope is restricted to those agencies which are a charge on the Consolidated Revenue Fund but in practice it will assist other agencies as well.) It may also, as the agent of Treasury Board, undertake any departmental studies ordered by Treasury Board but the Board encourages departments to make their own requests for studies. Normally Treasury Board issues instructions for a study only where the study is interdepartmental in scope.

In 1964 Treasury Board adopted the policy that departments should develop their own staff for systems and procedures work where they felt there was sufficient to justify full-time staff. Organization and Methods Services is therefore to act as a resource for these departments while continuing to provide services itself to those

departments which require them. (In consequence of this decision, the Branch and the Department of Civil Service jointly organized a course of training in systems and procedures analysis for departmental staff.)

In organization studies the Organization and Methods Services Branch expects co-ordination with the Planning and Audit Section of the Department of Civil Service which, through its responsibility for Position Analysis, may often come into contact with organizational problems affecting more than a few positions. Indeed, the report of the Section for 1965 states that "need for changes in the basic operating policies of several large organizational units was indicated" by its position studies, although it further appears from the report that the Section attempts to solve these problems itself rather than referring them to the Treasury Board staff.

Computer Services

Treasury Board has recently had its staff study the desirability and feasibility of centralizing computer services in the government, and while no decision to centralize has resulted, an officer is to be appointed to the Board's staff to advise it on departmental proposals for computer services. One of his functions will be to design

uniform standards in automatic data processing. A small number of departments and other agencies have their own computers, and some partial centralization is in effect by inter-departmental agreement. The Department of Highways, for example, has recently undertaken to provide computer services for the Department of Civil Service and apparently does some ad hoc work for other departments.

Translation Services

There is a central translation service in the Ontario Government, although it was not originally intended as one and does not have that name. The Citizenship Branch in the Department of the Provincial Secretary and Minister of Citizenship has four translators on staff and does translations for departments on request without charge to them. About 80 per cent of the work (that is 80 per cent of some 14,000 documents a year) is for departments, the major users being the Departments of Health, Welfare, Labour and the Prime Minister. For the most part the translations - of varied documents, such as personal documents, letters, speeches, press clippings, printed material - are from other languages into English, but the Branch also handles translations from English into other languages. Its own staff use about five languages

(when translating out of English; when translating into English their range is greater) and it uses outside translators for other languages. About half its documents are sent to outside translators, who are private or part-time translators or commercial firms. In mid-1966 the Branch undertook a survey of the languages spoken by staff in all the departments of the government, with the object of developing a system of using the whole civil service as a translation pool, and presumably reducing its use of outsiders.

Very recently the Branch added a fourth translator to its staff particularly for French. As its original work was the translation of personal documents for members of the public, very little French was required; only since the increase in translations for government departments has French become a significant language for the Branch.

Most, if not all departments are aware of the translation service provided by the Citizenship Branch although not all use it. The records of the Branch indicate that in 1964 it did translations for 14 of the 21 departments. The survey of departments made by the Royal Commission on Bilingualism and Biculturalism in 1966 showed that ten made use of the Branch, but none exclusively - they also do some translations internally, and have some done by

outside translators. (See Table 2.1) No semi-departmental or non-departmental agencies have made use of the Branch; they appear to be more likely to use advertising firms or newspapers for their major translations, which are from English into other languages.

Both the government and individual Members of the Legislature have shown some interest in increasing the scope and capacity of the Branch as a translation service. In 1966, for example, the Member for Ottawa East pointed out the need for checking the quality of French used in government publications and urged a central agency for this purpose; in reply, the Provincial Treasurer referred to the Branch as "a nucleus of a bureau of translation" and added that the needs of the departments of government were then being surveyed.*

* Debates, Ontario Legislature, June 6, 1966, page 4286.

Table II.1 Translation Services Used by Ontario Government Departments.

<u>Department or Agency</u>	<u>Internal Translation</u>	<u>Citizenship Branch</u>	<u>Other Agency</u>
Agriculture and Food	*	#	-
Attorney-General	*	-	-
Civil Service	*	#	-
Economics and Development	**	#	#
Education	*	-	-
Energy and Resources Management	-	-	-
Health	*	#	-
Highways	*	-	-
Labour	*	#	#
Lands and Forests	*	-	-
Liquor Control Board	*	-	-
Mines	*	-	-
Municipal Affairs	*	-	-
Ontario Hospital Services Commission	**	#	#
Prime Minister	*	#	#
Provincial Secretary	*	#	-
Public Welfare	*	-	-
Public Works	-	-	-
Reform Institutions	*	-	-
Tourism and Information	*	#	#
Transport	*	#	-
Treasury	*	-	-
University Affairs	*	#	#

Key: # indicates use of this service.

* indicates that internal translations are handled informally, using an employee who happens to know the language required.

** indicates some formality in the arrangements to handle internal translations.

CHAPTER III

Organization and Programs of the
Government of OntarioIII.1 Central machinery of the Government of Ontario

The previous chapter outlined the provisions for central administrative services and controls in the Government of Ontario and in doing so made some reference to the agencies which provide them. The structure of these agencies is noted briefly in this section, and certain other central agencies which are not primarily administrative are noted. There are three groups of agencies: those which serve the Legislature; those which are expressions of the Executive Council; and miscellaneous other agencies.

III.1.1. Legislative Agencies

Most of the agencies which serve the Legislature are attached for administrative purposes to the Department of the Provincial Secretary and Minister of Citizenship. These are the Special Services Office, the Office of the Speaker, the Legislative Library, the Clerk of the Legislative Assembly and Chief Election Officer, the Queen's Printer and the Post Office. The first of these handles a number of miscellaneous matters relating to official documents,

including commissions of appointment. The Legislative Library provides library service for the Legislature and the departments of government. Among his other duties the Clerk of the Legislative Assembly and Chief Election Officer manages a press clipping service for Members of the Legislative Assembly and for government agencies (although it appears that most departments provide their own clipping service). The Queen's Printer has two offices: the Publications Office, for distribution of a limited number of government publications, and the Ontario Gazette Office for publication and distribution of the Ontario Gazette. The Post Office provides mail service for the Legislature and for government departments. The Accounts Office of the Department, which handles departmental accounts, has a special section which administers the accounting system for the Legislature.

Office of the Provincial Auditor

The Office of the Provincial Auditor is a separate organization, having its own place in the provincial Estimates and Public Accounts, which reports to the Lieutenant-Governor-in-Council without the mediation of a minister. Its staff is organized into three groups: the Pre-Audit Division (which pre-audits the expenditures

of all government departments and countersigns all Treasury cheques); the Post-Audit Division (which also prepares the Public Accounts); and the Special Assignments and Investigations Section, which in addition to making special studies as required also prepares the Auditor's Report to the Legislative Assembly. The Post-Audit Division has a special section for auditing the financial statements of boards, commissions, corporations, authorities and other crown agencies.

III.1.2. Executive Council Agencies

The Cabinet

The Executive Council Act lists by title twenty-one ministers whom the Lieutenant-Governor may appoint (for whom, and for whose departments, he may prescribe the duties). It also authorizes him to appoint such other ministers as he sees fit. Since the Act is amended whenever there is a change in departmental names or in the number of departments, it always contains the current names of all departments*. Any additional ministers appointed are without portfolio, of which Ontario has one at present.

* With two exceptions: the Department of Civil Service and the Department of the Prime Minister are not mentioned in the Executive Council Act. Neither has a Minister who is mentioned by this title in the Act. See pages 68 and 78 below. One of the twenty-one titles was added in the 1966 session - the Minister of Financial and Commercial Affairs - but this new department has not yet been established. See footnote, page 87 below.

All the ministers together constitute the Executive Council which is more ordinarily known as the Cabinet. The Premier (or Prime Minister as he is known in Ontario) is the President of the Executive Council. Despite the identity of membership there is a slight difference between the Cabinet and the Executive Council: the former has no formal collective authority - exercising authority instead through the individual ministers - while the latter has, being the body which passes Orders-in-Council for the Lieutenant Governor's signature. The formal difference between the two bodies is recognized in the organization of their respective staffs. The Executive Council Office files formal recommendations to Council and Orders-in-Council, and it swears in ministers and some officers. The Cabinet Secretariat prepares the agencies for Cabinet meetings and takes Cabinet minutes. The Director of the Executive Council Office is also the Secretary to Cabinet, however, and with these posts he combines a third post, Deputy Minister of the Department of the Prime Minister (for the Prime Minister chose a number of years ago to organize his personal staff as a department of government).

The functions of a Cabinet are sufficiently well known to need no description here*.

* But for an excellent description of the organization and procedures of the Ontario Cabinet see Fred F. Schindeler, Legislative-Executive Relations in Ontario, University of Toronto, 1965 - unpublished Ph.D. thesis.

Treasury Board

The Treasury Board is the only permanent committee of the Cabinet in existence at present*. While a Treasury Board has existed in Ontario since 1886, it was not until 1955 that it began to assume something of the role it now has. In that year it began to meet regularly and in 1956, following an amendment to the Financial Administration Act, it was empowered to appoint its own secretary. (Previously, the Act had designated the Deputy Provincial Treasurer as secretary.) A statutory 'Budget Committee' acted as the Treasury Board staff; it consisted of civil servants who were performing other duties but devoted some time to assisting the Board in its rather cursory review of departmental estimates. As a result of recommendations received from a management consultant the Treasury Board acquired its own full-time staff in 1961, although initially (until 1966) the staff were required to be appointed from the Treasury Department. In 1962 the Financial Administration Act was amended in line with the change, and in 1963 the first full-time secretary to Treasury Board was appointed.

* Schindeler, op. cit., adds that there are some committees permanent in all but name. One special body which is very nearly a Cabinet committee is the Parks Integration Board (see section III.2, page 130 below), which is responsible for integrating provincial parks policy and allocating funds for park development. The Gordon Report of 1959 recommended that since these functions are ordinary governmental functions, the Board should be replaced by a Cabinet committee similar to the Treasury Board.

A later amendment, in 1966, provides that the secretary be appointed by the Lieutenant-Governor-in-Council rather than from the staff of the Treasury Department.

The Financial Administration Act provides for a Treasury Board composed of the Treasurer (its Chairman) and between four and seven other members of the Executive Council. Its duties are set out broadly:

"The Treasury Board shall act as a committee of the Executive Council on all matters relating to finance, revenues, estimates, expenditures, financial commitments, organization and staff establishment*, and on any other matter concerning general administrative policy in the public service that is referred to the Board by the Executive Council or on which the Board considers it desirable to report to the Executive Council."

Although the Board may make regulations of financial processes and records and 'for any purpose necessary for the efficient administration of the public service' it has not made any regulations. In July, 1961, it issued a directive detailing the matters which are to be referred to it and this directive is the basis for its operations.

There are three branches in the Treasury Board staff: the Program Analysis Branch, which handles the financial and budgetary staff work for the Board; the Organization and

* The words 'organization and staff establishments' were added to the 1960 Financial Administration Act, as subsequently amended, by an amendment in the 1966 session of the Legislature.

Methods Services Branch, which does systems, methods and organization work as requested by agencies of the government or directed by Treasury Board; and the Staff Relations Branch. The staff of the first branch is organized on a departmental basis, each analyst being responsible for matters relating to a certain group of departments. The staff of the Organization and Methods Services is organized on a project basis. The Director of Staff Relations is the management negotiator for the Ontario Joint Council, and his working relations with the Department of Civil Service are probably closer than his working relations with other parts of the Treasury Board staff.

Treasury Board meets once weekly and more often when required: in total, about 75 times a year. The Financial Administration Act requires it to keep a record of its proceedings.

III.1.3 Other Central Agencies

Civil Service Commission

A Civil Service Commission has existed for a number of years in Ontario, although its functions (and the organization and duties of its staff) have changed very considerably since 1961. The Chairman of the Commission is

a full-time officer and a civil servant; traditionally the other two members, who are part-time, are drawn from the public service. These members at present are the Secretary of Treasury Board and the Deputy Minister of the Department of the Provincial Secretary and Minister of Citizenship. The present Chairman was a member of the staff of the Civil Service Commission for some years and was the deputy minister of another department before his appointment to the Commission.

The Commission reports to the Lieutenant-Governor-in-Council through the Provincial Treasurer (since 1961: before that time it reported through the Provincial Secretary). An interesting feature of its structure is that its Chairman is also the Deputy Minister of the Department of Civil Service - the name given to the Commission's staff by the Public Service Act of 1961-62. As a department, then, it is not quite standard in its structure: instead of being responsible to an elected minister, the deputy minister is responsible to himself as Chairman.

The Public Service Act requires the Commission to classify each position in the classified service and assign its salary range (or, more precisely, to recommend its salary range to the Lieutenant-Governor-in-Council); to

recruit for the civil service and assign persons to positions in it; to determine perquisite charges; to provide or co-ordinate staff development programs; and to make a report annually through its minister. The Commission may delegate to a deputy minister any of its own powers in recruitment and classification. It may make regulations (subject to the approval of the Lieutenant-Governor-in-Council) on an extremely wide range of subjects, a few of which are: determining employee benefits, prescribing hours of work, establishing group plans for life insurance, medical-surgical insurance or long-term income protection insurance, regulating the conduct of public servants, prescribing the conditions and procedures for dismissal, prescribing the duties and procedures of the Joint Council, the Ontario Provincial Police Negotiating Committee and the Civil Service Arbitration Board (and excluding matters from the agenda of the Joint Council), and 'respecting any matter necessary or advisable to carry out effectively the intent and purpose of this Act'.

The Department of Civil Service has three main divisions: Pay Research (which conducts salary surveys and establishes the salary ranges for the classes of the civil service); Personnel Management (which includes three branches -

Position Administration, Training and Development, and Administrative Services); and Recruitment and Research (which has also three branches - Recruitment and Testing, Personnel Research, and Employee Relations). In addition there is a Commission Secretariat and a Secretariat for the Joint Council and the appeal boards. The total staff at the end of 1965 was about 150.

Public Service Superannuation Board

The Public Service Superannuation Board makes recommendations to the Treasurer regarding public service superannuation, including the amounts of allowances and annuities to which persons are entitled. Until 1961 the staff of the Board was directed by the Chairman of the Civil Service Commission and the Board made its report to the Legislature through the Provincial Secretary. Since 1961, however, the Treasurer has been the responsible minister and the staff work has been done by the Pension Funds Branch of the Treasury Department. The Board has four members, one a representative of the CSAO and one the Chairman of the Civil Service Commission, according to the Public Service Superannuation Act. The third member at present is the Deputy Attorney-General, and the Chairman is a former member of the Civil Service Commission now retired.

Department of Public Works

The Department of Public Works, which provides space for departments and some other crown agencies, is organized in seven main branches. The Chief Architect's Branch is responsible for the design, planning, construction and maintenance of government buildings and related works. The Real Estate Branch handles the acquisition of property, general property management, and the control and assignment of office space. The Services Branch provides cleaning and caretaking service in government buildings and maintains their grounds. Permanent staff of the Department number about 1700 and in addition there is a large casual staff. About 800 employees are in maintenance and cleaning.

Office of the Chief Economist

The Office of the Chief Economist is the central source of economic research and advice in the Ontario Government. It began in 1943 as the Bureau of Statistics and has passed through a number of changes since then. In 1956 it became the Department of Economics, described by the Provincial Treasurer (who was its minister) as "a department, the particular function of which is to look at the problems of the government as a whole, from an economic

point of view, in a comprehensive way, rather than from the viewpoint of one department"*. In 1961 it merged with another department to form the Department of Economics and Development, reporting to the Minister of Economics and Development. While it is still within that department it is, in effect, organized as a separate department headed by the Chief Economist and having direct relations with Treasury Board and the Cabinet. In 1966 the Office of the Chief Economist was reorganized and greatly enlarged, having now an approved staff complement of about 140 persons. Its responsibilities are these: to act as senior economic advisor to the government on economic policy matters; to direct central economic research and statistics; to co-ordinate economic research by agencies of the Ontario Government; to direct research and co-ordinate activities in federal-provincial relations; and to administer the Ontario Statistics Act. There are six main divisions, dealing with economic planning, economic analysis, applied economics, regional development, federal-provincial affairs,

* Quoted in "The New Economics" and the Province of Ontario" by H. Ian Macdonald, Ontario Economic Review, April, 1966; Vol. 4, No. 4. This article is an outline of the Office's history and functions written by the Chief Economist on the occasion of its reorganization, and is the source for this account.

and statistics (the last-named division is the new Ontario Statistical Centre). The work of the Office is closely co-ordinated with the work of the Treasury Board staff, since the one deals with economic policy and the other with fiscal and financial policy.

Citizenship Branch, Department of the Provincial Secretary
and Minister of Citizenship

While there is no formal central translation bureau in the Government of Ontario, the Citizenship Branch established in 1959 in the Department of the Provincial Secretary and Minister of Citizenship acts as one. Its original purpose was to provide certain services to immigrants, which it does, and one of the services is the translation of various sorts of personal documents. These are translated into English without charge when they are the kinds of documents which may be useful for employment or educational purposes. Once the service was established, however, departments of the government made use of it and they now account for about 80 per cent of the Branch's translation work. The Branch has adopted the policy of undertaking all translation work requested by other departments and will also provide interpreters when required - requests are received about twice a month.

A major activity of the Branch is the provision of English classes for immigrants, and classes to teach those who will be teaching immigrants.

III.2 Departments and Departmental Agencies of the Government of Ontario

This section describes in extremely condensed form the structure and programs of 19 departments of the government of Ontario and their associated 'departmental agencies'. (Two of the existing 21 departments are omitted - the Department of Civil Service, which was treated in the preceding section as a central agency, and the Department of the Prime Minister, which is the personal staff of the Prime Minister). The characteristics which distinguish a department from other governmental agencies are these:

1. the agency is directed by a permanent non-elected head;
2. the permanent head is responsible to a designated minister of the crown;
3. funds for the agency are appropriated by the Legislature (and consequently appear in the printed Estimates, and are accounted for in the Public Accounts);
4. Revenues from the agency are returned to the Consolidated Revenue Fund;
5. most of the staff are civil servants;

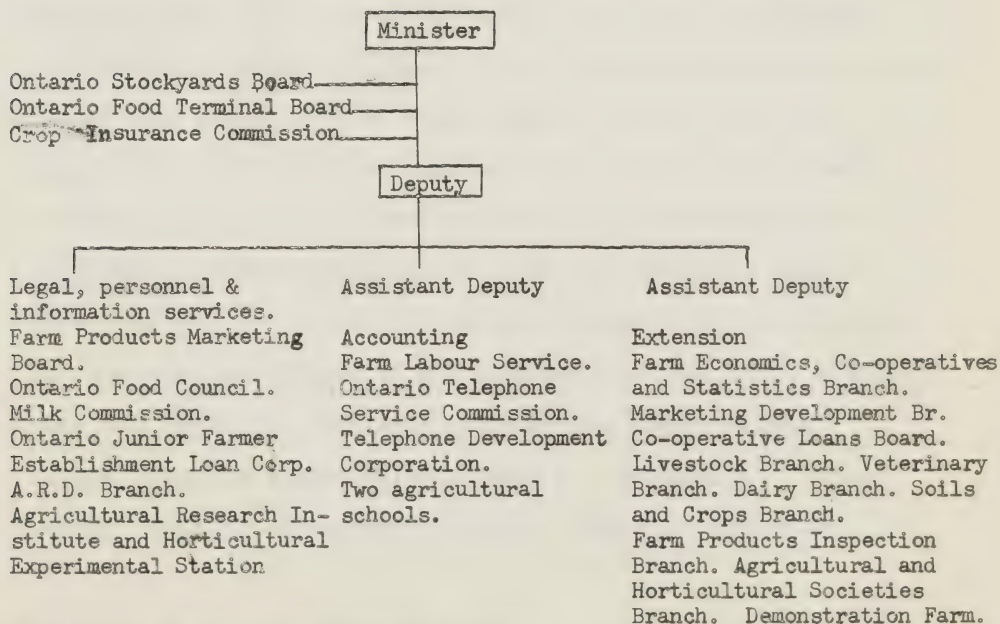
In consequence of these characteristics follow certain others:

6. Treasury Board may control the collection, management and administration of funds by the agency, and its accounting for funds;
7. Treasury Board controls the staff of the agency with regard to their total number, their remuneration, and other financial arrangements with them;
8. the Comptroller of Accounts in the Treasury Department may control the agency's financial processes;
9. the Provincial Auditor pre-audits and post-audits the agency's accounts.
10. the Civil Service Commission controls the staff of the agency with regard to their qualifications, classification, salary schedules, working conditions, collective negotiations, and other matters mentioned in the Public Service Act.
11. agreements made by the Joint Council are binding on the agency.

The characteristics are present in the 19 departments of the government. In addition, however, almost every department contains at least one agency which, although very similar to a branch of a department and treated like one for most purposes, departs in some respect from departmental characteristics. Several agencies are directed by a group of persons rather than by a branch head or director alone, for example, and the group may include some who are not full-time or are not in the public service. The Milk Commission and the Ontario Economic Council are of this

sort. Some agencies and officers have unusual financial powers: the Commissioner of Agricultural Loans may borrow money through bonded indebtedness and from financial institutions, while the Sulfur Fumes Arbitrator, the Public Trustee, the Official Guardian and the Fire Marshal have sources of revenue other than the consolidated Revenue Fund. The Child Welfare Board has the power to make final decisions, from which there is no appeal, on disputes which come before it. An attempt is made to note each of these exceptional agencies in the following account, although most of them are simply carrying out part of a departmental program.

Department of Agriculture and Food*



*Sources: Annual Report, 1965; Directory and Guide to Services of the Government of Ontario (hereafter Directory and Guide), Ontario Department of Tourism and Information, 1965; Organization Manual (hereafter Manual), Organization and Methods Services Branch, Treasury Board staff, 1965.

The Department of Agriculture and Food has described its services as divided into four general categories: Production, farm management and related services; Marketing services; Miscellaneous services (that is, loans to junior farmers, and regulation of telephone companies); and Operation of educational and research institutes. Since the organizational grouping, the services are most easily described by branch.

The direct responsibilities of the Deputy Minister include the branches listed below. The Farm Products Marketing Board (whose six members are full-time civil servants) has four main functions: to receive and investigate requests from agricultural producers for the establishment of a marketing plan; to approve such plans after a favourable vote by the producers; to supervise the plans; and to review (with the power to revoke) the regulations, orders or directions issued by the producer-elected boards which administer the marketing plans. The Ontario Food Council, which consists of representatives of producers, processors, distributors and consumers of Ontario-produced food, studies trade and marketing practices, marketing opportunities, pricing, and the inter-relationship of the groups. It has studied vertical integration in the vegetable industry

and has begun a number of other studies. The Milk Commission (which has three members, who are not public servants) administers sections of the Milk Act relating to the production and marketing of milk and milk products. It enforces collective bargaining agreements between producers and distributors, arbitrates disputes, sets product standards, and grades milk and milk products. It inspects facilities for production, processing and distribution and licences plants and distributors. Its standards may be enforced by legal action. The Dairy Branch of the Department provides the staff for the Commission. The Junior Farmer Loan Branch (or Junior Farmer Establishment Loan Corporation) provides loans under the Junior Farmer Establishment Loan Corporation) provides loans under the Junior Farmer Establishment Act for young farmers establishing themselves or attempting to preserve a family farm. The Agricultural Rehabilitation Branch - federal-provincial program which works through county committees - directs projects to improve rural income and the use of land and water in rural areas. Its extension work is handled by the Extension Branch of the Department, by district offices of the Department of Lands and Forests, and by the Regional Development Branch of the Department of Economics and Development. The Ontario Agricultural Research Institute does research into agricultural, veterinary and household problems, and is

responsible for stimulating interest in agricultural research. Its projects are co-ordinated with the research programs of Guelph University and the departmental institutions. The Department's horticultural stations conduct research with the objectives of improving plant varieties and altering growth conditions; the most important of the stations is at Vineland.

One of the Assistant Deputy Ministers is responsible for three branches (including one of the Department's administrative branches) and for the two agricultural schools which give a variety of short and long courses. The Farm Labour Service Branch, under his direction, facilitates arrangements for full-time and seasonal farm labour, working through local farm labour committees. It provides a day-haul of labourers from urban to rural areas, and encourages growers to provide housing for seasonal help. The Ontario Telephone Service Commission, also directed by the Assistant Deputy, regulates the operations and charges of telephone companies created under provincial statutes (that is, telephone companies other than the Bell Telephone Company) and gives them technical advice. It has four members including the Chairman, who is also the director of the Telephone Branch. The Telephone Development Corporation

may acquire, construct and operate telephone lists, but has been inactive for six years. It has two members from the Service Commission and one from the Treasury Department.

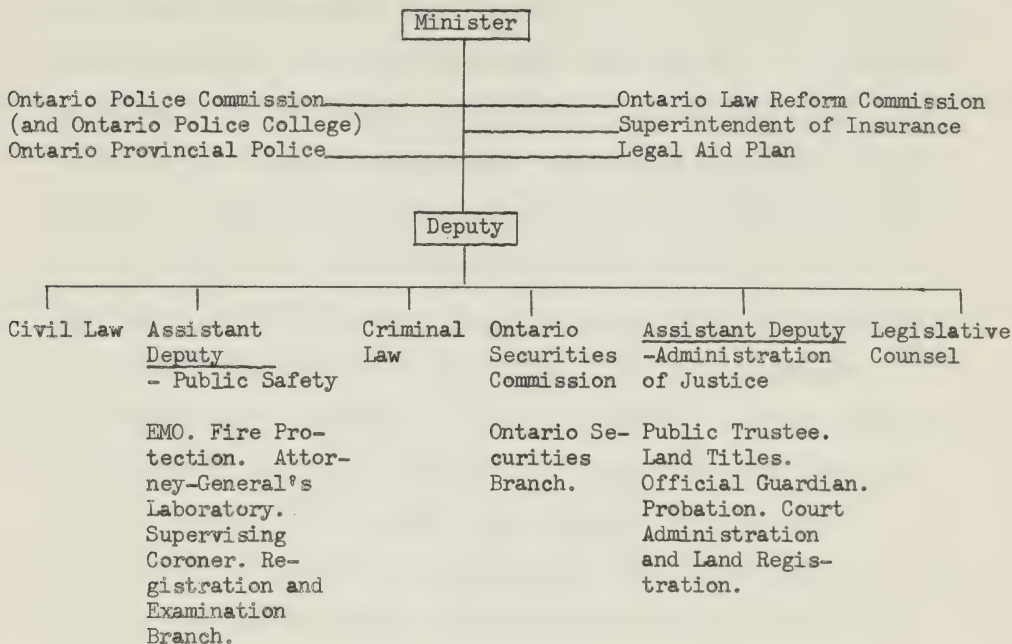
The other Assistant Deputy Minister has a larger and varied group of branches under his direction. The Extension Branch incorporates six separate services: agricultural representatives, home economics, farm management, agricultural engineering, fruit and vegetable extension work and tobacco extension work. The agricultural engineering service advises on technical problems in farm water supply, drainage systems and farm ponds. It advises contractors and suppliers of farm materials and has extension courses for them and other persons. The Farm Economics, Co-operatives and Statistics Branch has two divisions, one of which undertakes research into marketing, agricultural policy, production, rural sociology and land use; the other collects statistics and services agricultural co-operatives. It administers the loans to agricultural co-operatives which are approved by the Co-operative Loans Board (a body consisting of two persons from the Department of Agriculture and one from Treasury). The Marketing Development Branch works with producer associations in promoting Ontario fruits and vegetables. Its director is chairman of the Ontario Food

Terminal Board (and also acts frequently on conciliation committees established by the Farm Products Marketing Board. The Livestock Branch, which endeavours to improve the livestock industry in the province, administers acts relating thereto, gives a variety of grants and premiums, and operates a fund to compensate for livestock damage caused by hunters. The Veterinary Services Branch has animal disease control programs, inspects livestock before and after slaughter, supervises meat processing, and provides diagnostic service for animal disease. It subsidizes veterinaries in parts of the province which otherwise could not support them. The Dairy Branch, under the direction of the Dairy Commissioner, has regulatory and service functions with regard to fluid milk, cream and milk products. It bonds distributors and processors and trains bulk milk transporters. It also administers the Oleomargarine Act and the Edible Oil Products Act. The Soils and Crops Branch is very active in weed control by means of grants, inspection services and informational programs; it promotes the use of good seed, licenses seed-cleaning plants and trains seed processors. It also assists in the transportation of limestone for soil improvement. The Farm Products Inspection Branch certifies plant varieties and inspects and grades certain fruits and vegetables produced and sold in Ontario. The Agricultural

and Horticultural Societies Branch gives grants and other forms of assistance to societies and fairs. A demonstration farm at New Liskeard demonstrates proper cultural methods, tests field crops and is to a limited extent a source of good breeding stock and seed in the area.

The Ontario Stock Yards Board and the Ontario Food Terminal Board are non-departmental agencies reporting through the Minister of Agriculture and Food; see section III.4, pages 144 and 139 respectively. The Crop Insurance Commission was created by a 1966 statute as a corporation without share capital for the purpose of administering crop insurance. Its staff comes under the Public Service Act.

Department of the Attorney-General*



* Sources: Directory and Guide, 1965; Manual, 1965. The Department of Financial and Commercial Affairs Act, 1966, establishes a new department of the Government to regulate financial and commercial affairs and private business. While it is not yet in being, it seems likely that the new department will include the Insurance Branch, the Ontario Securities Commission (and Branch) and the Registration and Examination Branch, which will be removed from the Department of the Attorney-General. A Consumer Protection Bureau created by another statute is to be a part of the new department; its director will counsel consumers, investigate complaints, register itinerant sellers, and enforce legislation. The acts to be administered by the new department include the Insurance Act, Investment Contracts Act, the Prepaid Hospital and Medical Services Act, the Loan and Trust Corporations Act, the Mortgage Brokers Registration Act, the Real Estate and Business Brokers Act, the Collection Agencies Act, the Bailiffs Act, the Credit Unions Act, the Used Car Dealers Act, the Consumer Protection Act and the Ontario Securities Act.

The Civil Law Division of the Department of the Attorney-General represents the Crown in all civil and constitutional matters and provides legal opinions to all government agencies when requested. The Public Safety Division includes the Emergency Measures Organization, the Attorney-General's Laboratory (which serves not only the courts and police, but also governmental institutions and others requiring laboratory analysis of drugs and other substances); the Supervising Coroner (who establishes standards and procedures for coroners, and is responsible for the disposal of unclaimed bodies); the Fire Protection Branch directed by the Ontario Fire Marshal (which has a provincial responsibility for fire-fighting and fire investigation, and trains municipal forces at the Ontario Fire College); and the Registration and Examination Branch. The latter administers certain aspects of dealings in mortgage and real estate, and regulates collection agencies, bailiffs, credit unions and used car dealers. Within the Branch there are boards of review for such specific matters as the registration of mortgage brokers, real estate and business brokers, etc, with each board composed of representatives of the regulated group.

The Criminal Law Division of the Department has two branches: one conducts prosecutions on behalf of the Crown in criminal cases; the other conducts appeals and prosecutions of special interest or under specific legislation. The Crown Attorneys, who are within this Division, are the Attorney-General's legal agents in each county and district.

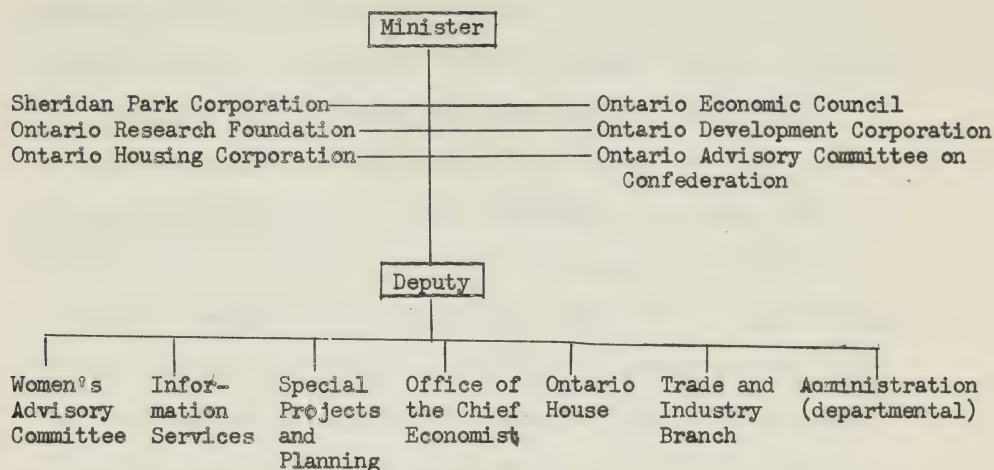
The Ontario Securities Commission establishes standards and procedures for securities transactions and investigates offences under the Ontario Securities Act. The Ontario Securities Branch, which is responsible to the Commission, licences and examines bodies engaged in securities transactions. An appeal from a decision of the Director of the Branch may be made to the Commission.

The Administration of Justice Division is responsible for the constitution, maintenance and organization of provincial courts. It also contains the Land Titles Branch, the Public Trustee (who administers various estates, cemetery trusts and special trusts), and the Official Guardian (who acts as guardian of the estates of certain infants). The Probation Officers attached to courts of criminal jurisdiction are also part of this division.

The Legislative Counsel provides legal advice to the Legislature and its Members, to municipalities, and to petitioners for Private Bills. He examines the government's legislation.

The Ontario Police Commission (which operates the Ontario Police College for the training of Ontario police forces) and the Ontario Provincial Police Commissioner (who is responsible for the Ontario Provincial Police Force), the Superintendent of Insurance and the Ontario Law Reform Commission are departmental agencies reporting to the Attorney-General rather than to his Deputy. The Ontario Law Reform Commission, created by statute in 1964, reviews and revises the law of Ontario. The Superintendent of Insurance supervises licences and registers insurance operations in the province and has extensive regulatory powers: he may, for example, regulate automobile insurance rates although he does not do so.

The Legal Aid Plan is a non-departmental body which, although it has no direct connection with the Attorney-General (it reports to the Lieutenant-Governor and not to a Minister) is shown here because of its relation to the concerns of the Attorney-General's Department. (See section II.4, page 57).

Department of Economics and Development*

The Economics and Development Department has two broad functions: to promote trade and industrial expansions, and to provide economic and fiscal studies required by the government.

The Women's Advisory Committee in the Department carries on a program of trade promotion through women's organizations in Ontario. The Trade and Industry Branch and Ontario House (which is in London, England) have more general responsibilities for promoting trade and industrial expansion. The Trade and Industry Branch has six divisions, concerned with marketing, industrial research, branch plants, promotion services (the co-ordination of conferences,

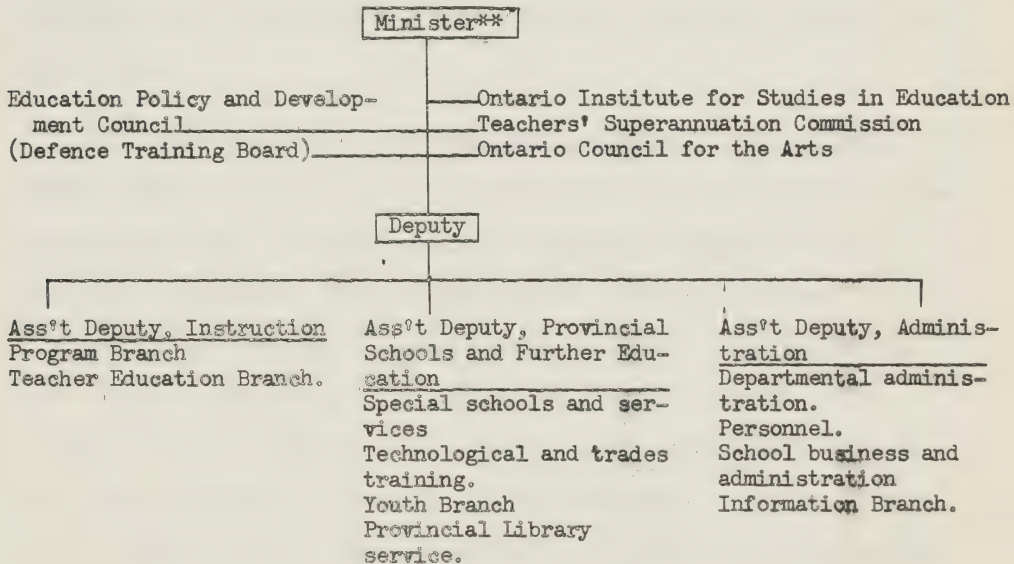
* Sources: Directory and Guide, 1965; Manual, 1965.

exhibitions and trade fairs), municipal services (that is, assistance in planning industrial development) and manufacturing arrangements (which brings together Ontario and foreign manufacturers who have common interests). It maintains several offices in the United States and Europe and arranges for trade missions in Ontario and abroad. Ontario House has four divisions: Trade and Industry; Immigration (which does some direct recruiting for the Ontario Government, chiefly of stenographic and clerical employees); Agriculture; and Public Relations. Information Services issues informative material related to the industrial and trade promotion of the Department. Special Projects handles such projects as the Ontario exhibit planned for Expo 67. The Office of the Chief Economist has been described above as a central agency in the government. (See section III.1.3., page 75)

The Ontario Advisory Committee on Confederation, a group of distinguished citizens, reports through the Minister of Economics and Development and has the function of advising the government on the constitutional, financial, economic and cultural implications of Ontario's present and future place in confederation. The Ontario Economic Council is an advisory body consisting of 17 private citizens, the Deputy Minister of the Department, and the President of the Ontario

Research Foundation. Its chairman is also a private citizen. The Council undertakes some economic studies, participates in conferences, and gives advice. The four other agencies reporting to the Minister are not departmental: see pages 134, 135, 143, and 144 below.

Department of Education*



* Source: Annual Report, 1965; Directory and Guide, 1965; Manual, 1965.

** A 1965 statute established the Ontario Council of Regents for Colleges of Applied Arts and Technology, whose members are appointed by the Minister of Education. As no description of this agency was at hand, it is not included on the chart.

The Department of Education is charged with the responsibility of administering and enforcing statutes and regulations concerning educational institutions supported wholly or partly by public funds; with ensuring an adequate supply of trained teachers; with operating and supervising various types of technical and special schools; and with administering grants to schools. It also has broad responsibilities in public information, cultural affairs and recreation.

The Department was reorganized in 1965. Its assistant deputy minister for Instruction is responsible for the Teacher Education Branch, which trains elementary school teachers at its 13 Colleges, (Secondary school teachers being trained by the Ontario Colleges of Education, which are not part of the Department), and for the Program Branch. The Program Branch develops the curricula for the school system and supervises both elementary and secondary schools. One of its activities is the production of television shows which are broadcast by the CBC and some other stations. The Program Branch has established a new basis for school inspections: instead of 'inspectionates' directed from Toronto and dealing separately with elementary and secondary schools, (the traditional basis of inspections), it has created ten larger areas in each of which an area supervisor, to be supplemented eventually by a business administrator, is

responsible for the inspection of both elementary and secondary schools as well as for certain aspects of schools administration and financing.*

The assistant deputy minister for provincial schools and further education directs four branches. The Special Schools and Services Branch manages the provincial schools for the deaf and blind (which are inspected by the Program Branch) and inspects and supervises schools for retarded children and special classes provided by school boards. It also gives advisory services and funds for a range of community programs in recreation, leadership and adult education, and it handles correspondence courses in the ordinary elementary and secondary school subjects.

The Technological and Trades Training Branch operates the Institutes of Technology and the Ontario Vocational Centres and is responsible for departmental relations with the new Colleges of Applied Arts and Technology. In 1965-66 there were four Institutes of Technology, located at Ottawa, Hamilton, Kirkland Lake and Windsor, with a total enrolment of about 2,440; an Institute of Mining at Haileybury, with 150 students; and Ryerson Polytechnical Institute in Toronto,

* A particular inspector's area of responsibility may overlap the area boundaries, however; this is so for some of the bilingual school inspectors.

with 3,700 students. There were six Vocational Centres and Institutes of Trade - at London, Ottawa, Sault Ste. Marie and Toronto - with a total enrolment of 3,600, giving two-year technical courses, one-year special courses, and apprenticeship training.

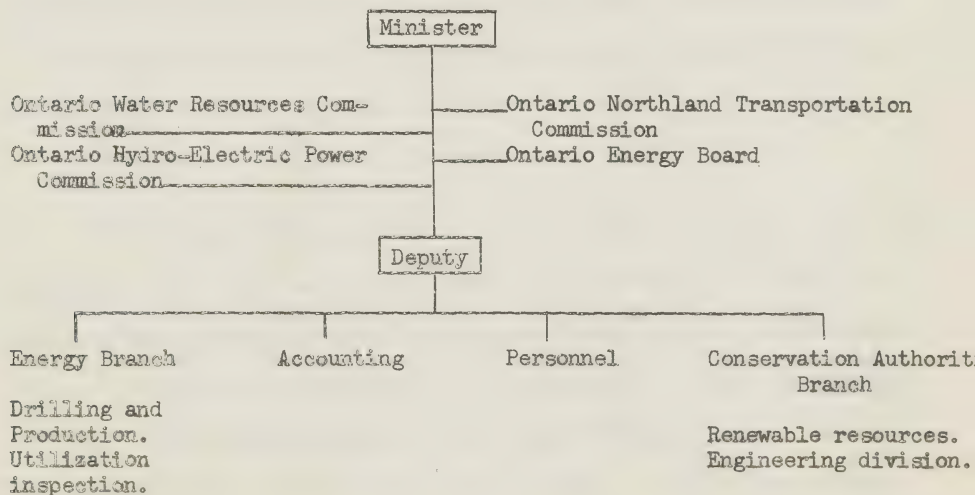
The Youth Branch of the Department of Education designs and undertakes studies on the educational, economic and sociological aspects of youth and the problems of youth. The Provincial Library Services assists municipal groups which have libraries.

The assistant deputy minister for administration is responsible not only for departmental administrative and personnel matters (including federal-provincial programs) but also for local school administration. He administers the grants to elementary and secondary schools which in 1964-65 amounted to over \$300,000,000.

The Education Policy and Development Council is an advisory body composed of civil servants which advises the minister on planning and co-ordination of educational matters. The Defence Training Board, which has on it representatives of the Department, the Army and the Air Force, selects and employs teachers for the armed forces.

It was established at the request of the federal Department of Labour, to which it reports*. The Ontario Institute for Studies in Education is a non-departmental body; see section III.4, page 141. The Teachers' Superannuation fund for school teachers, is in part appointed by the Minister of Education and in part elected by the contributors to the fund. Its staff is civil service. The Ontario Council for the Arts is a semi-departmental body of quite recent origin; see section III.3, page 133.

Department of Energy and Resources Management**



* Source: Gordon Report, 1959.

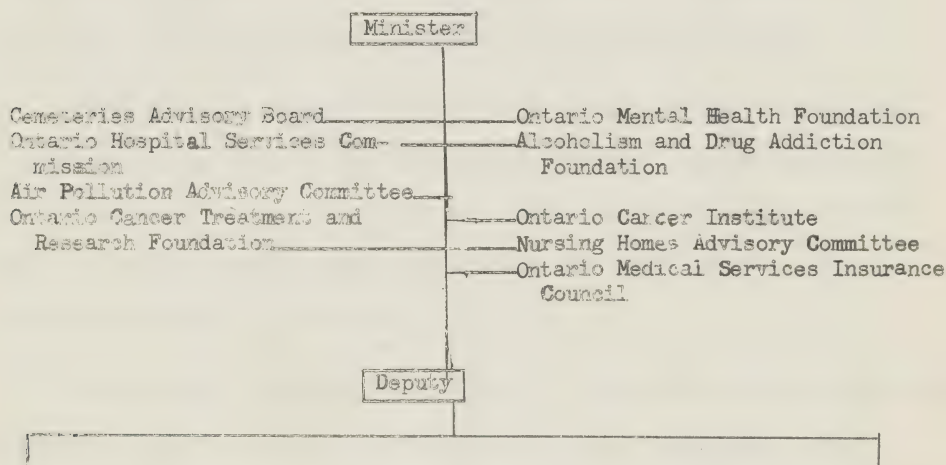
** Source: Directory and Guide, 1965; Manual, 1965.

The Department of Energy and Resources Management is responsible for resource management, particularly of oil, gas and water. One of its major objectives is to ensure safety in the use and handling of natural gas, propane and petroleum products. In addition to its two administrative branches - for departmental accounting and personnel - it has two program for oil and gas. It supervises production and licenses and inspects distribution facilities, including pipelines, storage plants, service stations, and tank trucks. The Branch also examines and licenses gas fitters, pipeline inspectors and oil burner mechanics. The Conservation Authorities Branch assists local conservation authorities in projects involving flood control, water conservation and land use; it also administers the legislation under which the province gives grants to municipal parks.

The Ontario Energy Board, which has a Chairman and four members, approves and fixes rates and charges for the sale of gas and grants authority to construct pipelines and store gas. It may grant authority to expropriate pipeline rights of way. The Board conducts its work through public hearings. An appeal from its decision may be made to the Lieutenant-Governor-in-Council or (on a question of law or jurisdiction) to the Court of Appeals. If the dispute involves claims for compensation as a result of gas storage or pipeline construction

there is provision for arbitration by an arbitration board and the Ontario Municipal Board. The Ontario Water Resources Commission, the Ontario Hydro-Electric Power Commission and the Ontario Northland Transportation Commission are not departmental: see pages 136,140 , and 143 respectively.

Department of Health*



Comptroller's Office. Solicitor's Office. Information and Publicity. Medical Statistics. Nursing. Personnel. Rehabilitation. Dental Services. Environmental Sanitation. Epidemiology. Maternal and Child Health. Public Health Nursing. Industrial Hygiene. Laboratories. Mental Health. Public Health Administration. Tuberculosis Prevention. Medical Services Insurance.

* Sources: Annual Reports, 1965; Directory and Guide, 1965; Manual, 1965.

The 18 branches of the Department of Health report directly to the Deputy Minister. A number of health functions are handled by local authorities (except in the unorganized north, which lacks local authorities) and the direct departmental responsibilities include care of the mentally ill, treatment for tuberculosis, rehabilitation of the mentally ill and tuberculosis patients, central and regional laboratory services, collection of statistics and the administration of health grants and bursaries.

The Nursing Branch, which used to be a regulatory body working closely with the College of Nurses, is now primarily a consultant on the training of nurses and auxiliary personnel. It also administers bursaries for certificate and degree courses in nursing.

The Rehabilitation Branch has 11 district offices through which it carries on its programs for the vocational and social rehabilitation of mental and tuberculosis patients (most of its caseload being mental patients). It has an important advisory role in working with local rehabilitation councils and agencies.

The Dental Services Branch gives dental care at the provincial mental institutions; it has a central dental laboratory and employs full- or part-time dentists at each institution. It serves children in the sparsely settled

northern areas. It also gives grants to local school dental programs, gives bursaries to dentists and hygienists, and carries out public education.

Environmental Sanitation has broad responsibilities for improving environmental health factors, which it discharges by means of an engineering section, a counselling service for local health agencies, a cemeteries section (to inspect and regulate cemeteries and other institutions for the dead), and a milk control section (concerned with pasteurization). Its engineering section checks water supplies and regulates non-municipal sewage disposal and swimming pools.

The Epidemiology Branch has three sections: Communicable Disease Control and Venereal Disease Control distribute some biological products for immunization and treatment (including insulin for needy diabetics) and control their use; Food Control supervises food processing industries and locker plants, and distributes some vaccines. The Branch has direct services in the unorganized areas of the province but elsewhere works through local public health personnel.

The Maternal and Child Health Branch co-ordinates health services related to its clients. It treats children with some specific problems (those with thalidomide deformities for example), advises on school health programs, and consults

with poison control centres throughout the province. Its nursing consultants visit the staff of nurseries, delivery rooms and formula preparation rooms.

The Public Health Nursing Branch advises the public health nurses employed by local authorities and other agencies, assists in the training of public health nurses, and recruits and places them on request.

Industrial Hygiene provides information to industry on industrial health hazards and investigates potentially hazardous working conditions. Persons in and entering occupations with chest health hazards must have certificates from this Branch. It studies problems arising from air pollution, radioactivity, and the use of pesticides and other substances. It regulates the use of some of these products and it regulates the materials which may be used to stuff articles produced for sale. In Toronto it has 12 health centres for provincial civil servants.

The Mental Health Branch operates a large number of institutions for the mentally ill and retarded and gives financial and technical aid to private and municipal agencies with treatment centres. The departmental institutions at the end of 1965 included 12 regional hospitals for the mentally ill (and another under construction), 4 hospital

schools for the retarded, 2 chronic hospitals for the retarded, and about 8 special hospitals or facilities, including the Toronto Psychiatric Hospital*. Almost twice as many locally-administered institutions or facilities for the mentally ill and retarded receive aid from the Branch.

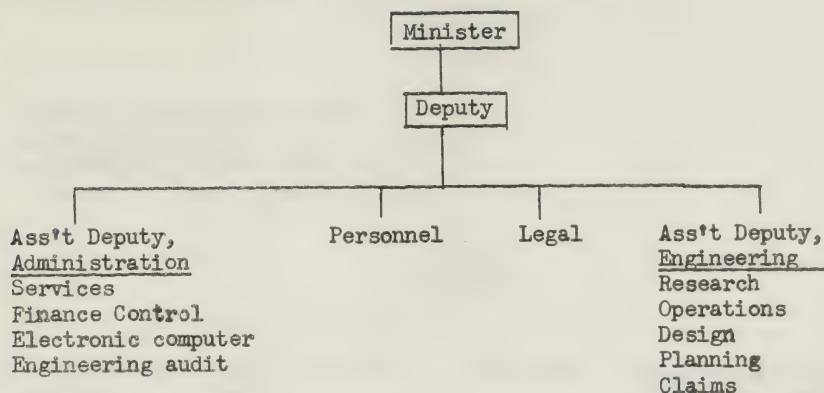
The Public Health Administration Branch gives financial and technical assistance to county health units, and operates the Northern Health Unit to provide direct public health services in the north. It also manages the departmental library. The Branch has recently acquired responsibility for the Homes for Special Care - a system of licensed nursing and residential homes for mental patients. In 1965 about 1,800 patients were in these homes.

The Tuberculosis Prevention Branch has diagnostic and treatment facilities for persons with tuberculosis: their care is paid for by this branch if not covered by other agencies. The Branch has district chest x-ray clinics for mass testing and has special provisions for the testing of certain groups - prisoners, residents of homes for the aged, bush-camp workers, persons admitted to hospitals. It participates in the after-care of patients discharged from sanatoria and assists the federal government in special studies among Indians.

* The Hospital was a governmental agency but its status has changed.

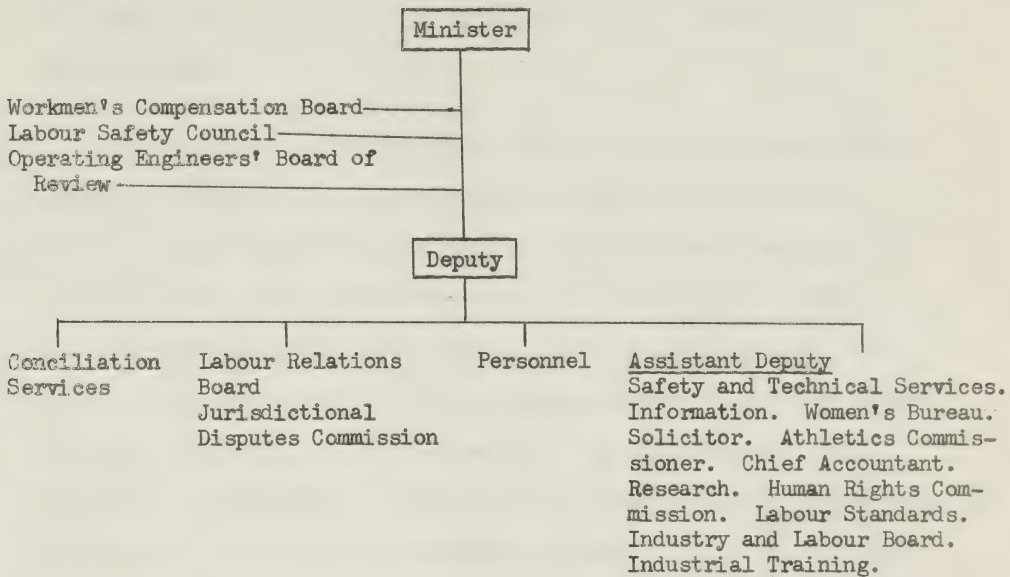
The Medical Services Insurance Division is intended to ensure that adequate medical coverage is available to Ontario residents. It operates the Ontario Medical Services Insurance Plan, which began in July, 1966. The Ontario Medical Services Insurance Council, a body consisting of 'public' members and medical members, is appointed by the Minister to advise him on all matters, including rates, benefit contracts, etcetera, relating to OMSIP.

The Cemeteries Advisory Board is an advisory group reporting to the Minister on matters concerning cemeteries; the Air Pollution Advisory Committee (which has met infrequently since its formation in 1962) has a similar function for air pollution. The Ontario Hospital Services Commission is a semi-departmental agency reporting to the Minister. The Nursing Homes Advisory Committee was established in 1966 to advise the Minister on nursing homes (which are the responsibility of the Homes for the Aged Branch of the Department of Public Welfare), in particular with regard to their licencing. The Ontario Mental Health Foundation, the Alcoholism and Drug Addiction Foundation, and the two agencies concerned with cancer are non-departmental bodies. (See section III.4, pages 141, 137, 138 and 139 respectively).

Department of Highways*

The Department of Highways is responsible for planning, constructing and maintaining highways in Ontario. Its Planning, Design and Research Branches plan highways. The Services Branch acquires land and conducts surveys, and the Operations Branch handles construction and maintenance. Ontario Highways are built by contractors and maintained by the Department's 18 district offices.

* Source: Directory and Guide, 1965; Manual, 1965.

Department of Labour*

The Department of Labour has the general functions of helping to fill Ontario's present and future manpower needs, ensuring maximum safety for workers, creating harmonious labour-management relations, conciliating and arbitrating industrial disputes, and (under the Ontario Human Rights Code, which it administers) protecting citizens' rights. It also supervises athletic activities in Ontario.

The Conciliation Services Branch conciliates and arbitrates disputes referred to it by the Minister. (Formerly, applications for conciliation services were referred by the Labour Relations Board.) The first stage in

* Source: Annual Report, 1965; Directory and Guide, 1965; Manual, 1965.

conciliation is the intervention of a conciliation officer; the next (and last) is the appointment of a Board of Conciliation.

The Labour Relations Board certifies and decertifies unions, receives and investigates complaints of unfair labour practices (and complaints by union members against their unions), may declare strikes or lockouts illegal, and grants permission to prosecute for violations of the Labour Relations Act. It may assume trusteeship over union locals. In 1965 it had 14 members - a chairman, a vice-chairman, four deputy vice-chairman, four members representing employers, and four representing unions. It sits in three-member divisions. Under the Labour Relations Act jurisdictional disputes commissions may formally be established to rule on disputes between rival unions, with extensive semi-judicial powers, and a permanent Jurisdictional Disputes Commission had been appointed for the construction industry. A 1966 amendment to the Act - which both increases and clarifies the powers of the government in the settling of jurisdictional disputes - gives this function to the Labour Relations Board, which presumably will absorb the Commission.

The Safety and Technical Services Division responsible to the Assistant Deputy Minister studies safety hazards, receives reports of industrial accidents causing work-loss,

controls safety hazards, approves designs, licenses certain types of installations, and inspects. Its services relate particularly to elevators, boilers, construction safety, and engineering and industrial safety. Construction safety inspectors are municipal employees (except in the north) supervised by the Department; the other inspectors are departmental employees located in district offices. The Boiler Inspection Branch tests and licenses welders and oil and gas line construction workers. The Board of Examiners of Operating Engineers (all of whom are full-time civil servants and officers of the Department) tests and licenses stationary engineers. An associated Board of Review, appointed by the Minister, advises him as well as labour and management on the training and employment of operating engineers and on the effectiveness of the governing legislation. This Board has equal numbers of representatives of both sides. Another body appointed by the Minister to advise him is the Labour Safety Council, composed of three or more qualified representatives of labour and management. It works with the Safety and Technical Services Division and makes recommendations to the Minister regarding safety legislation and education.

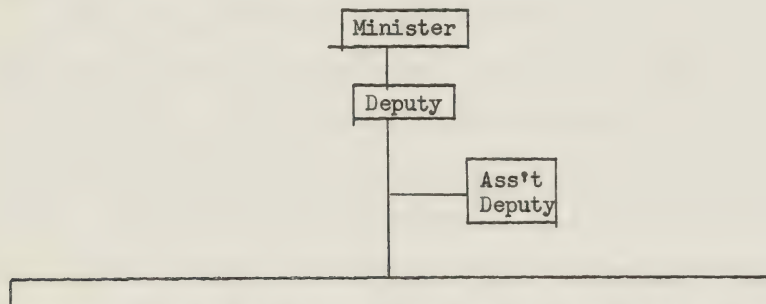
The Assistant Deputy also has a number of other branches reporting to him. Some of these are the Women's Bureau (which studies problems of working women), the Athletics

Commissioner (who is responsible for stimulating amateur athletics and licensing professional boxing and wrestling), the Research Branch (which studies labour relations, safety and manpower problems), the Human Rights Commission (which investigates complaints of discrimination in housing, public accommodation and employment, and undertakes public education relating to the Ontario Human Rights Code) and the Labour Standards Branch and the Industrial Training Branch. The Labour Standards Branch administers legislation on wages, hours of work, vacations with pay, and wages paid in designated industries and zones. It also licenses employment agencies and ensures that fair wage rates are paid on government projects. The Industry and Labour Board (consisting of a Chairman and two members, all of whom are civil servants) is the division of the branch which administers the minimum wage (by payroll inspection), hours of work and vacation benefits legislation. It is required to make an annual report to the Minister on its work. The Industrial Standards Division of the Branch arranges conferences, when petitioned by employers and employees, to set wages and hours schedules for designated industries and designated zones - for barbering and construction, for example, in certain areas. The schedules in these and other industries are enforced by the Branch at the expense of both employers

and employees in the protected industries. The Industrial Training Branch is responsible for manpower training and has very large programs in apprenticeship and in on-the-job training for the unskilled, underskilled or unemployed worker. In 1965 there were 13 advisory committees for specific trades advising the Branch on apprenticeship training. This Branch also licenses private trade schools.

The Workmen's Compensation Board is non-departmental:
see page 145.

Department of Lands and Forests*



Law Branch. Operations Branch. Personnel Branch. Field Services. Fish and Wildlife Branch. Lands and Surveys Branch. Parks Branch. Accounts Branch. Forest Protection Branch. Research Branch. Timber Branch.

* Source: Annual Report, 1965; Directory and Guide, 1965; Manual, 1965.

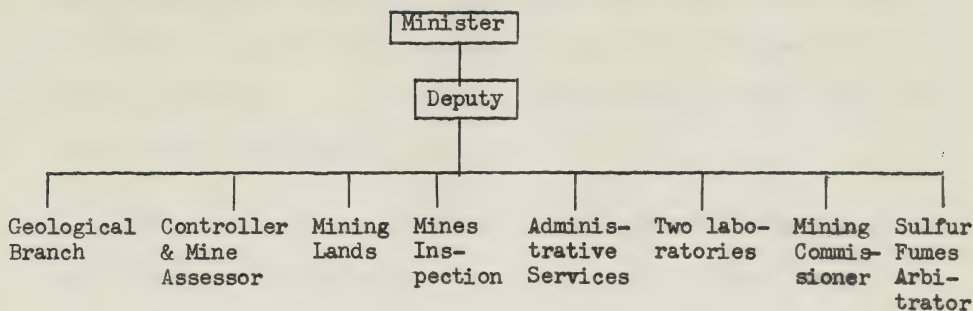
The Department of Lands and Forests administers all the renewable natural resources of Ontario, including crown lands, forests, fish and wildlife. The eleven branches of the Department report to the Deputy Minister.

The Administrative branches are the Law Branch, the Personnel Branch, the Accounts Branch (which collects the provincial land tax and issues fish and wildlife licenses, as well as handling departmental accounts) and the Operations Branch. (The latter manages the offices, provides conservation information, and does most of the departmental purchasing).

The Field Services Branch provides field services and operates a forest ranger school as well as junior forest ranger camps. The Fish and Wildlife Branch regulates hunting and fishing with the object of ensuring a sustained yield. It operates fish hatcheries and licenses private ones, gives hunter safety training, and regulates traplines, fur farms and fur dealers. The Lands and Surveys Branch administers public lands, publishes maps, approves dam construction proposals, acquires land for recreation access roads and forest management, and plans certain departmental facilities (buildings, sewage disposal and water systems, foot-bridges, etc.) It leases water lots and water power

rights to others. The Parks Branch operates provincial parks and constructs park facilities. In connection with its long-term planning it makes recommendations to the Ontario Parks Integration Board (see page 130).

The Forest Protection Branch has two sections. One is responsible for the protection of forests against fire, insects and fungus diseases, and operates a radio system. The other provides air services for the department and, in a limited way, for other departments. The Research Branch assesses the research needs of the department, tests equipment for it, and carries on research studies on forest, fish and wildlife resources. The Timber Branch manages timber resources, through control of timber sales and licenses, sawmill, pulp and paper licenses, and the operation of tree nurseries. It licenses dealers. It also gives assistance to reforestation and woodlot projects.

Department of Mines*

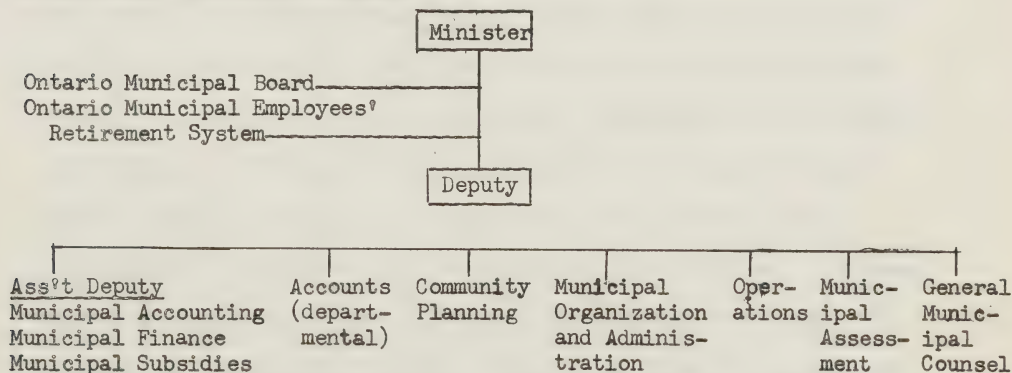
The Geological Branch of the Department of Mines does geological research, surveying and mapping, and sponsors classes for prospectors. The Controller and Mine Assessor collects the mining tax and handles departmental accounts. The Mining Lands Branch records prospecting activities, issues quarry permits, controls the removal of sand and gravel from crown land and beaches, and generally administers mining lands - which involves the maintenance of tax and rental rolls and records of titles, and the preparation of claims maps. The Mines Inspection Branch inspects mines from the point of view of safety, investigates accidents and instructs in mine rescue techniques. The two laboratories - at Toronto and Temiskaming - do testing and sampling for both the public and the Department. The laboratory at

* Source: Annual Report, 1965; Directory and Guide, 1965; Manual, 1965.

Temiskaming also purchases gold ore from small producers in order to assist them in financing the development of their properties: it recovers its outlays through sale of the ore for smelting.

The Sulfur Fumes Arbitrator arbitrates disputed claims for damage to vegetation caused by sulfur fumes produced in processing, and assesses the claims against the companies responsible. The Mining Commissioner hears and adjudicates all disputes over mining claims. He may grant extensions of time for works required by the Mining Act and has extensive powers over lands not owned by mining companies which could be useful to them. He may, for example, grant easements or other rights on such lands and may approve water diversion, damming and other projects affecting them. He hears and decides appeals from decisions of the Mine Assessor.

Department of Municipal Affairs*



*Source: Annual Report, 1965; Directory and Guide, 1965; Manual, 1965.

The Department of Municipal Affairs supervises the municipal institutions of Ontario and handles the financial relations between the municipalities and the provincial government. The three branches reporting to the Assistant Deputy Minister are responsible for supervising and auditing municipal accounting and financial systems, administering the loans, subsidies and shared-cost programs of the Department, and publishing municipal statistics. They also approve pension plans for municipal employees, promote OMERS (The Ontario Municipal Employees' Retirement System) and represent the department at meetings on federal-provincial-municipal shared-cost programs.

The Community Planning Branch studies and advises on urban renewal projects and local planning and zoning. It advises the Minister on approval of registered subdivision plans. Conferences and meetings are a significant part of its work. The Municipal Organization and Administration Branch advises municipalities (and the Ontario Municipal Board) on administrative problems, supervises tax arrears procedures, administers regulations on mining revenues paid to mining municipalities, and administers local improvement districts and certain municipalities. It must approve some kinds of municipal actions and by-laws. The Municipal Assessment Branch trains and licenses assessors, assists the establishment of assessment systems, and determines equalization factors which affect provincial

subsidies to municipalities. The General Municipal Counsel provides legal advice to municipalities as well as handling departmental legal matters and advising other departments on municipal legal questions.

The Operations and Accounts Branches are internal administrative branches.

The Ontario Municipal Board is a separate body reporting to the Minister which has very extensive decision-making powers with respect to municipal financing and activities. It must approve municipal proposals to incur debt, changes in municipal status or boundaries, and other matters. It arbitrates disputes. The Board members and their staff are civil servants.

The Ontario Municipal Employees' Retirement System is a non-departmental agency; see section III.4, page 142.

Department of the Provincial Secretary and Minister of Citizenship*

Minister

Deputy

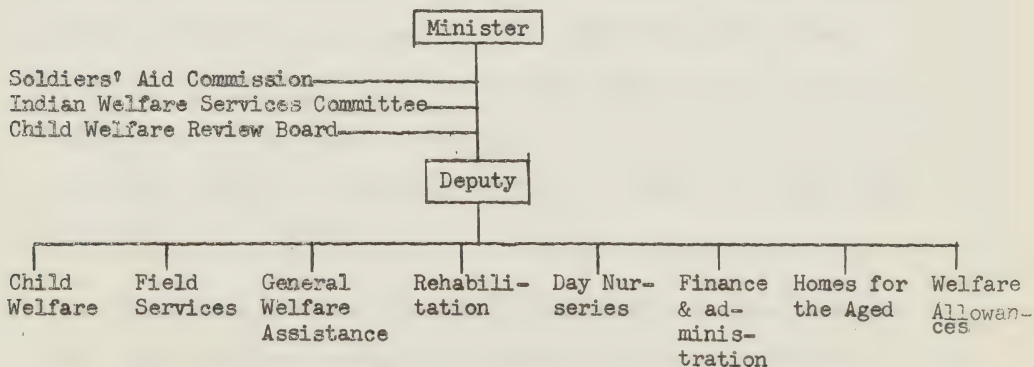
Special Services. Marriage Office. Commissions of Appointment. Personnel. Accounts. Citizenship. Records. Speaker's Office. Post Office. Legislative Library. Clerk and Chief Election Officer. Office of the Registrar-General. Companies Office.

* Source: Annual Report, 1963-64; Directory and Guide, 1965; Manual, 1965.

This department provides a number of services to the Legislature which were noted in section III.1.1. above (see page 65) and a number of miscellaneous other services. It collects vital statistics and issues marriage licenses, administers acts relating to corporations, provides services to immigrants, and does translation for immigrants and for government departments. (See pages 77 and 78). It is also the protocol office for the government.

The Corporations Office issues letters patent of incorporation and extra-provincial licenses required to carry on business in Ontario. The Records Office keeps copies of documents issued under the various provincial seals.

Department of Public Welfare*



* Source: Annual Report, 1963-64; Directory and Guide, 1965; Manual, 1965.

The Child Welfare Branch of the Department of Public Welfare supervises children's institutions, homes for retarded children, children's boarding homes, homes for unmarried mothers, charitable institutions, and the processes of child adoption. It also administers grants and subsidies for the voluntary organizations in child welfare. It does not operate any institutions of its own; the Children's Aid Societies are its agents in child care.

The Field Services offices of the Department receive and process applications from individuals for assistance given under certain provincial and federal-provincial welfare programs (the responsibility for determining eligibility in individual cases rests, however, with the Welfare Allowances Branch). It attempts to locate the fathers of deserted families. The Branch also co-ordinates provincial rehabilitation services and "examines and approves provincial payment of welfare subsidies to municipalities". Where there are no municipal authorities (that is, in the northern districts) the Field Services Branch assumes the welfare functions of a municipality.

The General Welfare Assistance Branch supervises the municipal administration of general welfare assistance, and investigates individual cases and municipal claims in

metropolitan Toronto. The Branch is also responsible for Indian Welfare Services. It supervises and assists, financially and otherwise, homemaker and nursing services provided by municipalities.

The Rehabilitation Services Branch administers the federal-provincial vocational rehabilitation agreement, which includes rehabilitation centres, medical restoration, counselling, vocational training and equipment, and placement. An applicant has the right to appeal decisions to a Board of Review, whose decisions are final.

The Day Nurseries Branch licenses, supervises and inspects day nurseries throughout the province, and provides technical and financial assistance to some. The decisions of its Director (on licenses) may be appealed to the Child Welfare Review Board.

The Finance and Administration Branch is an internal administrative branch.

The Homes for the Aged Branch supervises and subsidizes homes for the aged operated by municipalities and charitable organizations*. It gives courses in communication to employees of Homes for the Aged.

* But the Nursing Homes Advisory Committee appointed by the Minister of Health hears appeals regarding the licences of these homes.

The Welfare Allowance Branch* determines eligibility and the allowances to be paid under four provincial and three federal-provincial programs for specific clients: the Field Services Branch is its field staff.

The Department has other agencies of specialized composition and function. The Soldiers' Aid Commission administers three funds to aid veterans of World War I, their widows and dependents. The Child Welfare Review Board, whose members are appointed by the Ministers of Public Welfare, Municipal Affairs and Treasury and by the Children's Aid Society, has the final decision in any dispute on the division of costs for children who are receiving care at the public expense. The Committee on Indian Welfare Services (composed of Indians) examines policies and practices in Indian Welfare Services.

Department of Public Works**

Minister

Deputy

Accounts	Purchasing	Services	Architectural Branch	Real Estate	Legal Branch	Personnel
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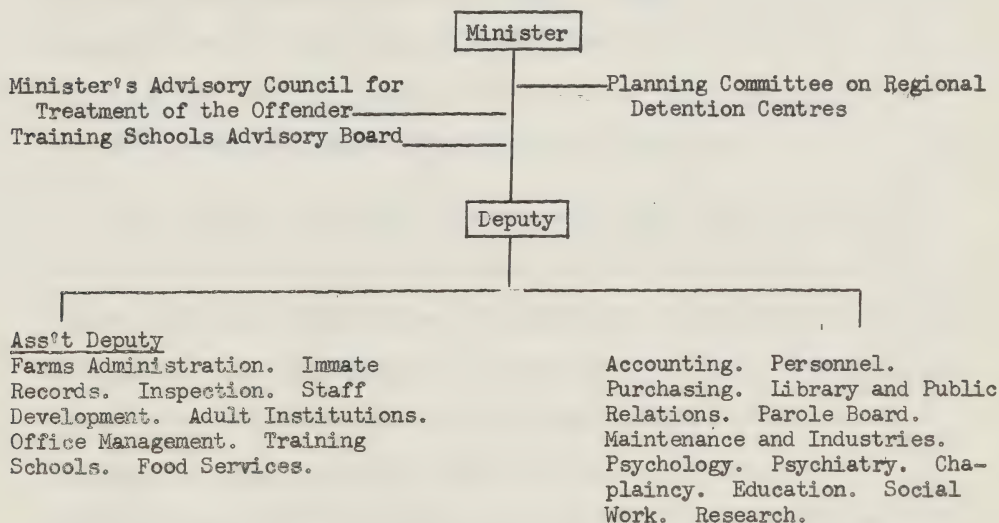
* This branch appears to have been replaced by the Family Benefits Branch created in 1966 to take advantage of the Canada Assistance Plan, which was then to come before the House of Commons. The Family Benefits Act provides for a Board of Review to make final decisions on cases appealed from the Branch.

** Source: Directory and Guide, 1965; Manual, 1965; departmental brochure, 1966.

The Department of Public Works designs, constructs and maintains public buildings to house departments and some other institutions of the Government of Ontario.

(See also section III.1.3., page 75).

Department of Reform Institutions*



The Department of Reform Institutions has jurisdiction over adult offenders sentenced to less than two years and over juvenile offenders sentenced to training schools.

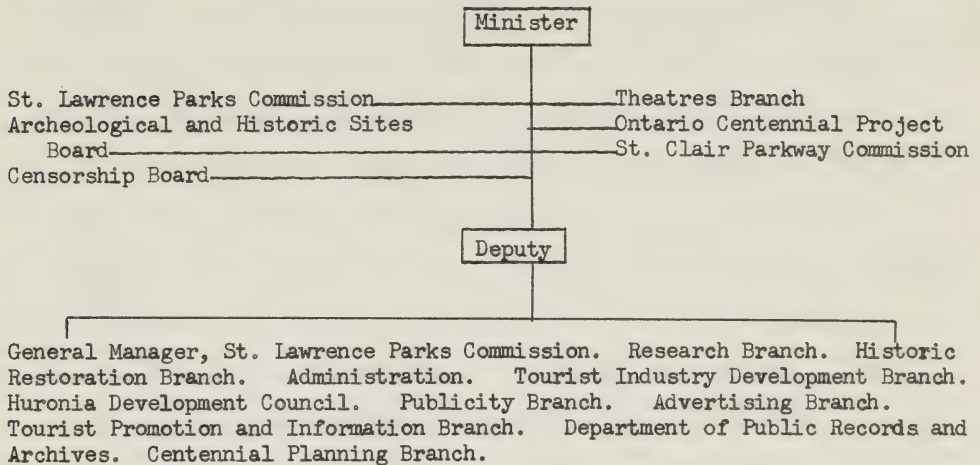
* Source: Annual Report, 1965; Directory and Guide, 1965; Manual, 1965.

The Assistant Deputy Minister is responsible for the operation of the nine training schools for juveniles (and provides grants for the operation of three others by Roman Catholic Religious orders) and of the four reformatories, five industrial farms, two training centres, four clinics and four forestry camps which exist for adult males, and for the three institutions for adult women. He is also responsible for the inspection of two city jails and thirty-five country jails, and operates eight district jails in the unorganized districts of Ontario.

The Deputy Minister directs the functional branches which shape the programs carried out in the institutions: Maintenance and Industries; Psychology; Psychiatry; Education; Chaplaincy; Social Work; and Research. The Institutions and their programs are designed for the different types of offenders, such as long-term recidivists, short-term recidivists, first offenders, and addicts, sex deviates and others with behaviour problems. The Deputy Minister also directs the administrative and staff branches of the Department, and the work of the Parole Board. The Board has between 7 and 9 members and a full-time Chairman who was also until 1966, Director of the Department's rehabilitation officers. These officers provide parole and

rehabilitation services for inmates of institutions and their families, both before and after release from institutions.

There are three bodies advising the Minister of Reform Institutions: the Minister's Advisory Council for the Treatment of the Offender, the Training Schools Advisory Board, and the Planning Committee on Regional Detention Centres. The first of these was established in 1959 with a membership of 9 persons drawn from the legal, educational, rehabilitative and ministerial professions. It advises the Minister on matters referred to it. The Training Schools Advisory Board has five members and meets weekly to review reports on the inmates of the training schools for juveniles. It inspects all training schools annually. Changes in a child's placement must be approved by the Board. The Planning Committee on Regional Detention Centres was created to assist in the planning of centres which will replace the existing system of municipal jails.

Department of Tourism and Information*

The Department of Tourism and Information has a number of functions in addition to the obvious one of promoting the tourist industry. It supervises the operation of theatres in Ontario, is undertaking the construction and operation of the Ontario Centennial Project (a Centre of Science and Technology), investigates, marks and protects historic sites, and operates some tourist facilities itself, directly or indirectly.

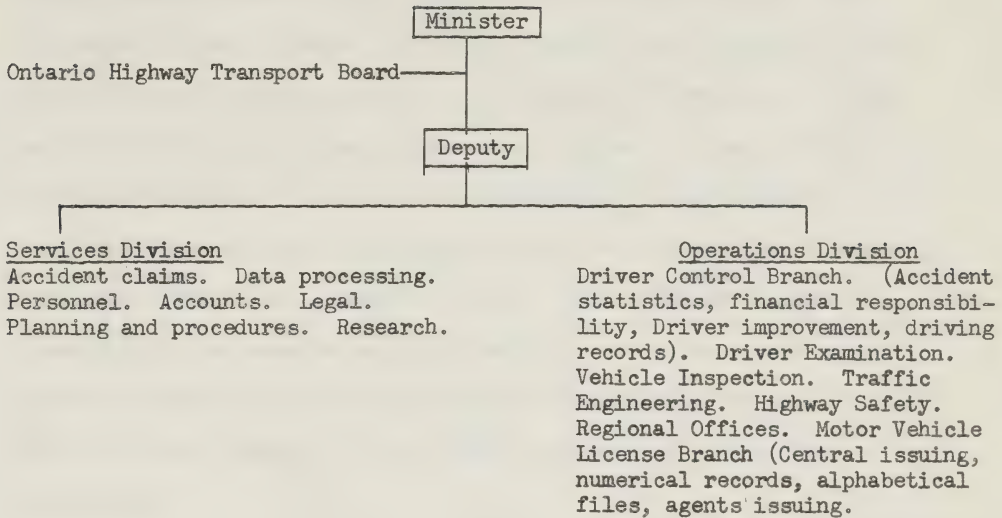
The St. Lawrence Parks Commission, which reports to the Minister, is responsible for the operation of the St. Lawrence Park and Upper Canada Village in the Park. (The

* Source: Directory and Guide, 1965; Manual, 1965.

General Manager in charge of daily administration reports, however, to the Deputy Minister.) The Theatres Branch and the Censorship Board, although operating as branches of the Department, also report to the Minister rather than to the Deputy. The Archeological and Historic Sites Board, which advises the Minister on the recognition and restoration of historic sites, uses as its staff the Historic Restoration Branch which is under the Deputy's direction. This Branch also gives grants to municipal museums. The Huronia Development Council manages Fort Ste. Marie in the Huronia area. The Tourist Industry Development Branch gives grants to tourist industry associations, gives instruction to persons working in the tourist industry, and has district offices which regulate tourist establishments in the province. The Centennial Planning Branch gives both assistance and encouragement to groups planning celebrations for Canada's centennial year.

The Public Records and Archives Department (which is, in effect, a branch of Tourism and Information) acquires and preserves records of historic value, whether of the government or from other sources.

The St. Clair Parkway Commission is a recently-established non-departmental body. See section III.4, page 145.

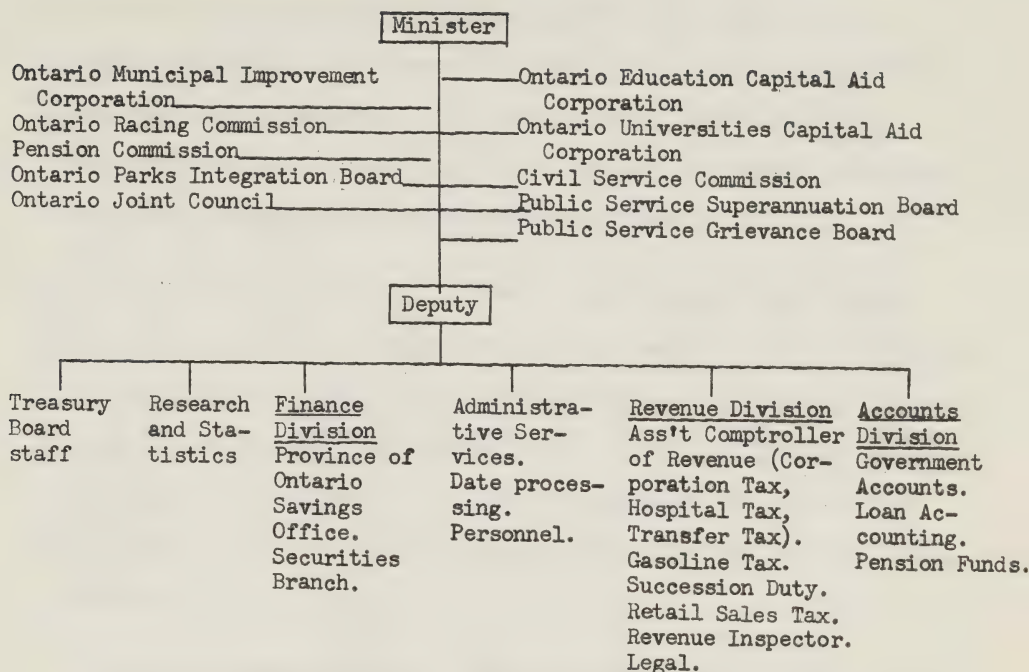
Department of Transport*

The Department of Transport administers all motor vehicle matters in the province, with respect to highways, rural roads and municipal streets. In the Operations Division, the Driver Control and Driver Examination Branches are responsible for testing drivers and recording convictions and accidents. The Motor Vehicle License Branch issues and records drivers' licenses, motor vehicle permits and registration plates. (The majority of its issuing offices are agencies and not civil service offices.) The Vehicle Inspection Branch operates highway weighing stations to

* Source: Directory and Guide, 1965; Manual, 1965.

check the loads and licenses of commercial vehicles, checks some private vehicles for mechanical safety, and inspects school buses. It also ensures that garages, used car lots and wrecking yards are properly licensed. (These establishments are also required to have a license from the Department of the Attorney-General.) The Traffic Engineering Branch supervises and assists municipalities in traffic control and traffic signs. The Highway Safety Branch does extensive work in safety education, (including driving instruction for high school students) in conjunction with the Departments of the Attorney-General, Highways and Education.

The Highway Transport Board hears and decides all applications for licenses for public commercial vehicle operations, specifying in each license the route on which the company may travel and the type of load it may carry. Decisions of the Board may be appealed to the Lieutenant-Governor-in-Council or the Court of Appeal.

Treasury Department*

The Treasury Board staff, which is described briefly above (see section III.1.2., page 69) is administratively within the Treasury Department, although no longer - since 1966 - within the Deputy's scope.

The Research and Statistics Branch does fiscal studies, including some on the fiscal relations among the three levels of government.

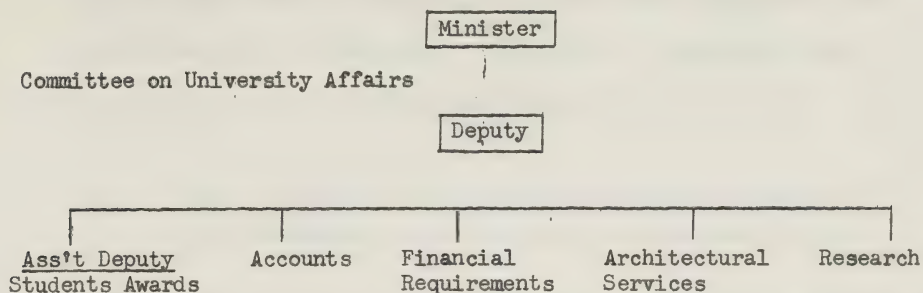
* Source: Directory and Guide, 1965; Manual, 1965; various statutes; Gordon Report, 1959.

The Finance Division is responsible for the Province of Ontario Savings Office which, under the authority of the Agricultural Development Finance Act, has savings offices throughout the province. The Securities Branch of the Division services provincial bond issues and keeps securities and other valuable papers held by the Province.

The Revenue Division collects provincial taxes other than those which are collected by departments; the corporation tax, the hospital tax, the transfer tax on land and securities, the race track tax, the logging tax, the retail sales tax, and succession duties. It has an inspecting and auditing staff, and a legal branch which handles litigation involving taxation.

The Accounts Division issues cheques to pay departmental accounts, as authorized by departments and approved by the Provincial Auditor. Its Pension Funds Branch administers the funds of the Public Service Superannuation Fund and the Legislative Assembly Retirement Allowances plan. The Loan Accounting Branch administers loans made under the Tile Drainage Act, the Farm Loans Act, the Northern Development Act and the Agricultural Development Act; its Director is also the Commissioner of Agricultural Loans (administering loans made in the past under the Agricultural Development Act, under which no new loans are being made).

Of the bodies shown as reporting to the Provincial Treasurer, four are concerned with personnel administration in the government and have been described earlier - the Civil Service Commission, the Ontario Joint Council, the Public Service Superannuation Board and the Public Service Grievance Board. The Ontario Municipal Improvement Corporation, the Ontario Education Capital Aid Corporation (created in 1966) and the Ontario Universities Capital Aid Corporation, all composed of civil servants, are established as corporations so that they may finance the capital projects of municipalities, school boards and universities, by making loans or by purchasing bonds and debentures. The Ontario Racing Commission controls horse racing in Ontario. The Pension Commission supervises and registers private pension plans in Ontario. The Ontario Parks Integration Board is a body consisting of three ministers of the Crown and the Chairman of the Niagara Parks Commission and the St. Lawrence Parks Commission. Its function is to integrate the development of provincial parks policy and to allocate funds among the parks; it is required to report annually through the Provincial Treasurer.

Department of University Affairs*

The Department of University Affairs was created in 1964 to assist universities in their growth and development. Its Architectural Services Branch assesses the proposed construction programs of universities from a financial point of view (determining the amount of provincial assistance to be forthcoming) and gives technical advice. The Finance Branch co-operates with universities in studying their financial requirements - including the amounts to be provided by the Ontario Universities Capital Aid Corporation. The Research Branch studies trends affecting higher education. The Student Awards Branch administers various programs of assistance to students and maintains liaison with other groups granting scholarships.

* Source: Directory and Guide, 1965; Manual, 1965.

The Committee on University Affairs, a group of public figures, advises the Minister on matters concerning the establishment, development, operation, expansion and financing of universities in Ontario.

III.3 Semi-departmental agencies of the Government of Ontario

This study does not include the semi-departmental or non-departmental agencies of the Government of Ontario but a brief description of them appears below to round out the account of governmental programs. The semi-departmental agencies are those staffed by crown employees; the non-departmental agencies have employees who are not crown employees. Some of the latter operate with almost complete autonomy.

Liquor Control Board and Liquor License Board

The Liquor Control Board and the Liquor License Board control the production, distribution and consumption of liquor in Ontario. The liquor Control Board licenses the production facilities of breweries and wineries, analyzes the contents of beer produced in Ontario and Quebec (with regard to the provisions of the Canada Food and Drug Act), issues permits for the professional use of spirits by physicians, druggists and others, and has general control

over the retail distribution of alcoholic beverages. It operates its own retail stores throughout the province and licenses the beer and wine stores that are not provincially-owned. The Liquor License Board licenses and inspects premises where liquor is sold by the glass; it may revoke its license if the provisions of the Liquor License Act are infringed. Each Board appoints its own staff and sets their salaries. The Provincial Auditor audits both agencies and they are required to make an annual report for tabling in the Legislature.

In 1964-65 the Liquor Control Board remitted profits of over \$113,000,000 to the Provincial Treasury.

Ontario Council for the Arts

The Ontario Council for the Arts, which was created in 1963 to foster the growth of the arts in Ontario, is involved in a very wide variety of amateur and professional activities. It has bursaries for students of theatre and ballet, and grants for theatres, opera, ballet and the visual arts. It has conducted conferences on the problems of crafts, literary arts and music, and has established 'culture-corps' to aid amateur arts groups. It receives a grant from the government which it hopes to supplement by means of bequests and

donations. It reports annually to the Minister of Education, and its accounts are audited by the Provincial Auditor.

Ontario Development Corporation

The Ontario Development Corporation was a part of the Department of Economics and Development and known as the Ontario Development Agency until 1966. Its function is to encourage and assist the development and diversification of industry in Ontario, which it does by providing financial assistance to businesses which cannot secure money on reasonable terms elsewhere. It may lend money, guarantee loans, purchase shares or other securities, and hold real property. It may also provide technical advice to business. In 1964-65 (two years after its creation, and while it was still a departmental branch) it had guaranteed loans totalling over \$500,000 and spent close to \$250,000 in its ordinary budget. The membership of the Corporation is from 5 to 9, and the pay of those on its staff who are not in the public service is fixed by the Lieutenant-Governor-in-Council. A legislative amendment in 1966 provides that the Corporation staff prepare an annual financial statement to be audited by the Provincial Auditor.

Ontario Hospital Services Commission

The Ontario Hospital Services Commission administers the hospital insurance plan in Ontario. It also administers the federal and provincial hospital construction grants. To supplement its premium income the Commission receives legislative appropriations. The Commissioners appoint their own staff and set their rates of pay subject to legislative approval. They make an annual report to the Legislature through the Minister of Health, and the accounts are post-audited by the Provincial Auditor.

In 1965 the ordinary expenditures of the Commission were over \$311,000,000.

Ontario Housing Corporation

The Ontario Housing Corporation, formed in 1963, provides public housing for low-income families and the aged. It may construct or acquire housing for rental or sale, develop land for housing, make and guarantee loans for buildings (both their acquisition and repair) and may administer its own housing developments or those of a municipality. It reports to the Legislature through the Minister of Economics and Development and was more closely

integrated with his department before its restructuring as a crown corporation. In 1964-65 the Corporation spent over \$800,000 and held assets valued at over \$22,000,000.

Ontario Water Resources Commission

A wide range of functions in water management and distribution is entrusted to the Ontario Water Resources Commission, which makes its annual report through the Minister of Energy and Resources Management. The Commission has powers to "defend the public and private interest in water" and to regulate certain aspects of well-digging, sewage disposal and pollution. The Commission builds water pipelines to supply water at cost to municipalities, and must approve municipal sewer and water installations. It may involve itself in all aspects of municipal water projects - engineering, construction, financing, and even joint operation. It licenses well-contractors and gives courses of instruction to operators of water and sewage works. It investigates problems of water pollution, analyzes water for bacteria count, studies the effect of industrial wastes, and studies water resource management. In 1964-65 the ordinary expenditures of the Ontario Water Resources Commission were over \$3,000,000 and its capital budget is about 10 times as large. Most of its funds come from the Consolidated Revenue Fund by legislative appropriation; its post-audit is done by the Provincial Auditor.

Niagara Parks Commission

The Niagara Parks Commission, established in 1885, operates certain provincial parks in the Niagara area. Its funds come from park revenues and from the sale of water rights to the Ontario Hydro-Electric Power Commission. Its accounts are audited by the Provincial Auditor and it makes an annual report which is tabled in the Legislature by the Provincial Secretary. The Commission's tourist facilities include stores, restaurants, scenic attractions, historic sites and a golf course; it maintains and polices its parks and operates an incline railway. It also has a School of Horticulture which offers a three-year course leading to a diploma.

III.4 Non-departmental agencies of the Government of Ontario

Alcoholism and Drug Addiction Foundation

The Alcoholism and Drug Addiction Foundation carries on extensive treatment, research and educational work on alcoholism and drug addiction. Its research program includes clinical, biological, psychological and sociological studies. Treatment clinics are operated at Ottawa, London, Hamilton, Toronto and the Lakehead. The educational work includes

information for professionals who come into contact with addiction problems, and for the general public - through radio, television, and advertisements in newspapers and magazines.

The Foundation may receive money from a variety of sources but the major source is the Government of Ontario, which in 1964-65 provided almost \$2,000,000 in grants. The Foundation is audited by the Provincial Auditor and makes an annual report through the Minister of Health.

Ontario Cancer Treatment and Research Foundation and
Ontario Cancer Institute

The Foundation and the Institute work together in cancer research and treatment. The Foundation allocates grants for cancer research, channels funds to the Cancer Institute, and gives financial support to rehabilitation centres, clinics and a cancer detection centre in Toronto. The Cancer Institute operates the Princess Margaret Hospital in Toronto for research and treatment, and an adjoining lodge to accommodate patients. The Foundation receives funds from a number of sources: in 1963 the provincial and federal governments provided approximately \$2,500,000 of its \$3,400,000 revenues. The Institute received \$1,100,000 from the Foundation, \$600,000 from the Province (for research

and education) and almost \$2,000,000 in payments for services to patients. The Provincial Auditor post-audits the accounts of both agencies, and they report annually through the Minister of Health.

Legal Aid Plan

A legal aid plan was established by statute in 1966 under the administration of the Law Society of Upper Canada, with the assistance of an advisory council on legal aid appointed by the Lieutenant-Governor-in-Council and of a specified composition. Legislative appropriations form part of the legal aid fund, which is audited by the Provincial Auditor. The Law Society must make an annual report on the plan to the Lieutenant-Governor-in-Council.

Ontario Food Terminal Board

The Ontario Food Terminal Board operates warehouse and cold storage facilities in Toronto for wholesale distribution of fruit and produce originating in both Ontario and the United States. Storage, processing and dock space may be rented from the Board by wholesale produce firms and open space is available for farmers who wish to sell there. The Board consists of three wholesalers, three producers and the director of the Marketing Development Branch in the

Department of Agriculture, who is Chairman. The Board is supported by revenues from its operations and is post-audited by the Provincial Auditor. It reports annually to the Minister of Agriculture.

Ontario Hydro-Electric Power Commission

The Ontario Hydro-Electric Power Commission has three main functions: to supply power at cost to Ontario municipalities; to supply power direct to certain households and farms; and to supply power direct to certain industries. It began as a co-operative trust for certain municipalities which have a substantial equity in the system.

In addition to constructing and managing the necessary production and distribution facilities, the Commission regulates municipal hydro-electric rates, audits the books of municipal hydro-electric commissions, and sets standards for their distribution equipment. The Commission must approve municipal agreements to sell or lease power facilities and must also approve the salary schedules of the municipal power commissions. They may not turn over profits to municipal corporations.

The Commission is expected to support itself by its operations but may receive legislative appropriations to cover salaries and expenses which are not incurred through production: in fact it does not do so although it does receive occasional grants from the Province for specific purposes.

The Commissioners appoint their own auditor. They file an annual report with the Provincial Secretary. Total expenditures of the Commission in 1965 were well over \$311,000,000.

Ontario Institute for Studies in Education

The Ontario Institute for Studies in Education was established in 1965. Its members are appointed by a number of different bodies (including the Department of Education) and it is required to report annually to the Lieutenant-Governor-in-Council through the Minister of Education. Its purposes are to study matters relating to education with particular reference to training in Education.

Ontario Mental Health Foundation

The Ontario Mental Health Foundation was established in 1960-61 with the purpose of developing research and graduate education in mental health by providing grants.

Its members are non-professional persons but have the benefit of advice from an Advisory Medical Board and its committees, composed of representatives of psychiatry, the behavioural and biological sciences, and the medical profession. The Foundation may receive money from any source and its revenues include a grant from the Ontario Department of Health, to whose Minister it makes an annual report. Its accounts are post-audited by the Provincial Auditor. Expenditures in 1964-65 were over \$300,000.

Ontario Municipal Employees Retirement Board

The Ontario Municipal Employees' Retirement System provides pensions for the employees of municipalities which have joined the system - it is open to any Ontario municipality or local board with the exception of hospital boards. The employer and the employee each contribute half of the premium. The Board which administers the plan was created by statute in 1961-62 and appears to consist of the Minister of Municipal Affairs.* The Lieutenant-Governor-in-Council may make regulations governing the composition of the Board and the manner of making appointments to it; the Board appoints its own staff and auditor. In December, 1964, the System had assets of slightly over \$16,000,000.

* See OMERS Annual Report, 1964; Introduction.

Ontario Northland Transportation Commission and Star Transfer Limited

The Ontario Northland Transportation Commission, which has existed since the early 1900's, provides extensive transportation and communication facilities in Northern Ontario - through itself and through Star Transfer Limited, a wholly-owned subsidiary. The Commission operates freight and passenger trains and a communications system which includes telephone, telegraph, teletype and microwave facilities and a high-frequency radio station. Star Transfer Limited operates trucking and bus lines.

The Commission employs its own staff and sets their rates of pay. The Provincial Auditor post-audits its accounts. The Commission is intended to be self-supporting but generally has a small deficit (approximately \$800,000 in 1964-65) which is covered by a grant from the Government.

Ontario Research Foundation

The Ontario Research Foundation is a public agency whose Governors are appointed from representatives of industry, finance and the universities. Its policy appears to be that the cost of specific or applied research projects should be borne by the individual companies which contract for them, while the cost of basic research should be borne

by the government. Its research projects all relate to industrial production in Ontario. In 1965 the Foundation spent close to \$2,500,000, of which the provincial government supplied almost one-third. It appoints its own auditors and while it reports annually to the Legislature (through the Provincial Secretary) it is not responsible to a Minister of the crown.

Ontario Stock Yards Board

The Ontario Stock Yards Board operates a public stock yard in Toronto and licenses commission agents at the yard. It supports itself by fees charged for the use of the yard. The members of the Board are in the livestock industry; they make an annual report to the Minister of Agriculture and their accounts are audited by the Provincial Auditor.

Sheridan Park Corporation

The Sheridan Park Corporation is responsible for management of the Sheridan Park development where a research centre for business and public agencies is being created. The nucleus of the centre is the Ontario Research Foundation's new building, which has research equipment and a technical library. A conference centre and a computation and data complex are to be added to the Park.

The Corporation was established by statute in 1964. The Deputy Minister of Economics and Development is its General Manager. In 1964-65 the Corporation received a capital grant of \$2,000,000 from the Ontario Government.

St. Clair Parkway Commission

The St. Clair Parkway Commission was established by a 1966 statute to operate parks and roads in the St. Clair area. Its members are in part appointed by the Lieutenant-Governor-in-Council and in part nominated from their regions. The Commission is required to report annually to the responsible minister as well as to the municipalities concerned.

Workmen's Compensation Board

The Ontario Workmen's Compensation Board was established in 1915 and like the corresponding boards in the other provinces, it is independent and operates its own programs. It pays allowances to injured workmen and their families during disability, and has a hospital and rehabilitation centre for its clients. The costs are paid collectively by the employers of persons eligible for coverage, at rates set by the government. The financial statements are audited by the Provincial Auditor and the Board makes an annual report to the Legislature. Its ordinary expenditures in 1964 were slightly over \$86,000,000.



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